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ABSTRACT

This report summarizes the fact finding and recommendations of almost 8,000 people in Illinois who participated in preparing for the 1970 White House Conference on Children and Youth. It assesses the needs and opportunities available for the youth of Illinois, notes the gains achieved over the last decade, and makes recommendations for the gaps and problems with which we need to deal. The report is divided into the following four sections: (1) Delivery of Services which deals with the broader philosophy, problems, and priorities relating to the ways agencies and institutions reach and help young people; (2) Youths Role in Society which is concerned with youths quest for identity; (3) The Family Unit which focuses on the conservation of the family as a nature base; and (4) The Collaborative Role of Agencies in the Education Process. (RSM)

ED0 43046

Report of
ILLINOIS WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

COMMUNICATION
COMMITMENT
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MAY 1970

Illinois Commission on Children
Room 1010, Myers Building
Springfield, Illinois

EC 005 806

ED0 43046

"Communication, Commitment and Action"

Report

ILLINOIS COMMITTEE FOR 1970 WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

Focus: Conservation of Family; Meeting Youth's Identity Crisis.

THE HONORABLE RICHARD B. OGILVIE, *Honorary Chairman*
Governor, State of Illinois

WALTER F. BRISSENDEN, *Chairman*

THE RIGHT REVEREND MONSIGNOR GILL MIDDLETON, *Vice Chairman*

HAROLD PHELPS, Ph.D., *Chairman, Executive Committee*

MISS NAOMI HIETT, ACSW, *Director*

MRS. EDITH DAVIS, ACSW, *Field Consultant*

The Illinois Committee acknowledges with appreciation:
The design of the Symbol appearing on this report by
Mr. Floyd Lewis, Director, Springfield Art Association.
A grant from the Woods Charitable Fund, Inc. which
makes possible the publication of this report.

Purpose

1970 WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

To enhance and cherish the individuality and identity of each child through the recognition and encouragement of his or her own development, regardless of environmental conditions or circumstance of birth.

LETTER OF TRANSMITTAL

TO THE CITIZENS OF ILLINOIS:

This report summarizes the fact finding and recommendations of almost 8,000 people who have participated actively in Illinois in preparation for the 1970 White House Conference on Children and Youth.

Throughout the State, voluntary County Assessment Committees have assessed the needs and opportunities available for the children and youth of their areas, noting the gains achieved over the last decade and ascertaining the gaps and the problems with which we need to deal. Although recommendations in this report appear under four major categories, this fragmentation stems from procedure rather than philosophy. Throughout all of the committees' deliberations at the County and State levels, consistent consideration has been given to the interrelationship to all problems and services, and especially to the delivery system. Throughout this report, the Committee has focused on two major goals—conservation of the family and meeting youth's identity crisis.

The Illinois Committee for the 1970 White House Conference gratefully acknowledges funding from both voluntary and tax-supported sources with grants from the Woods Charitable Fund, Inc.; the Elizabeth McCormick Memorial Fund through the Chicago Community Trust; the Field Foundation of Illinois, Inc.; the Harris Trust and Savings Bank; the Division Fund and special considerations in our appropriations by the General Assembly.

A report such as this faces two alternatives: it may be consigned to a shelf or it may become a well thumbed blueprint for citizen action. With your help, we are hoping for the latter.

W. F. **BRISSENDEN**, *Chairman*
1970 White House Conference on
Children and Youth

THE JOURNEY OF THE ILLINOIS REPORT FOR WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

19 AUGUST 68
1 2 3 4 5 6
7 8 9 10 11 12 13
14 15 16 17 18 19 20
21 22 23 24 25 26 27
28 29 30 31

President's call for White House Conference on Children and Youth.

Each Governor was requested to designate a Committee in his state which would have responsibility for planning and carrying out fact finding.

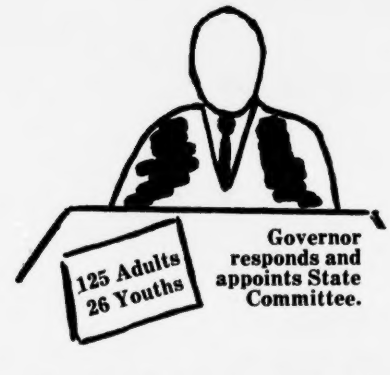
Governor designated the Illinois Commission on Children to serve.

Statewide Cooperating Organizations, Government Departments and Private Agencies were asked to submit suggestions of the major areas of concern which should be included in the study in Illinois.

Statewide Cooperating Organizations, Governmental agencies and private agencies, including local community councils were asked to submit names and information about persons whom they wished to have considered for appointment to the Illinois Committee, State Study Committees, as Regional Chairmen, County Chairmen, county committee members and technical consultants.

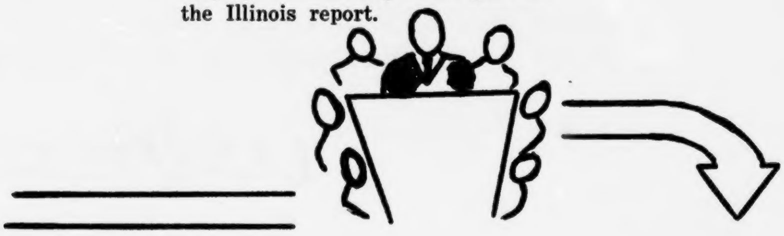
"Any of you birds want to be on a committee?"

Statewide youth serving organizations were asked to submit names and biographical sketches of youth whom they would recommend for appointment to the Illinois Committee.

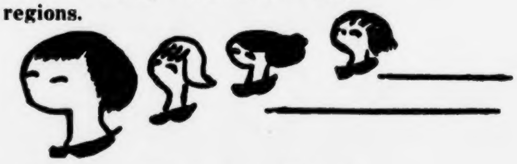


Governor responds and appoints State Committee.

Commission starts to work to set in motion all the forces which are to play such an important part in the Illinois report.



Regional Chairmen and 102 County Chairmen begin to appoint their County Committees. Regional Chairmen hold orientation sessions for the County Chairmen in their regions.

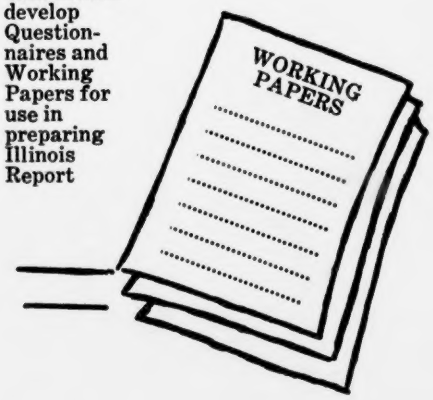


3,500 begin work on fact finding in 102 counties preparing for Illinois Report.

RESOURCE MATERIAL

1. State Public Agencies
2. State Private Agencies
3. State-wide Cooperating Agencies
4. State Universities and Colleges

Committees develop Questionnaires and Working Papers for use in preparing Illinois Report



Now, now ladies and gentlemen, don't you feel it's time for the recorder's report?

First meeting of Illinois Committee March 20, 1968

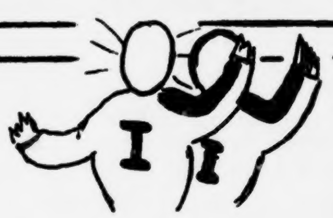
Orientation and Planning Meetings of Technical Consultants—April 10 and 26

Sorting and categorizing the various subject areas which came in, so that a determination could be made on the broad areas of concern

STATE TECHNICAL CONSULTANTS

650 Appointees meet to discuss Working Papers, Questionnaires and propose any items needed to be included.

Separate Youth Meetings are held to discuss Youths' role in the White House Conference.

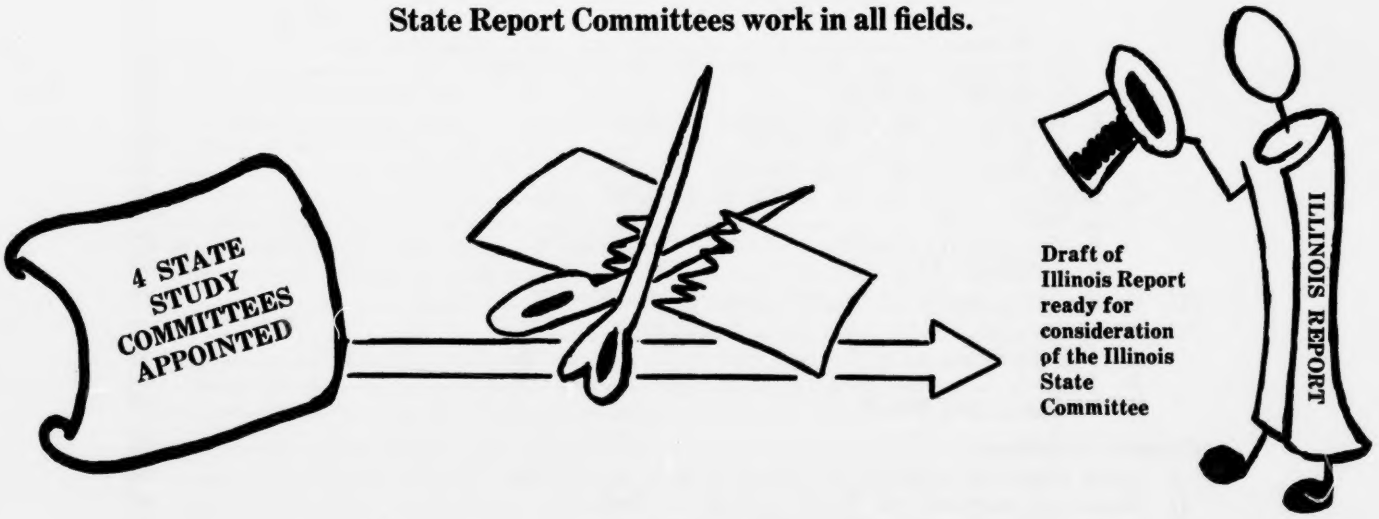


QUESTIONNAIRE

WHITE HOUSE CONFERENCE

County Reports summarized

State Report Committees work in all fields.



Draft of Illinois Report ready for consideration of the Illinois State Committee

The county report summaries, all state studies and factual data which had been supplied by the various Statewide Cooperating Organizations, Governmental agencies and Private agencies, as well as the individual knowledge and experience of the committee members, were used to draft the sections' reports.

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SECTION I

DELIVERY OF SERVICES

FINDINGS

GENERAL BACKGROUND AND PHILOSOPHY OF DELIVERY SERVICES

DEFINITION AND ESSENTIALS OF SERVICE DELIVERY

Health, education and welfare services are provided to help people develop their fullest potential as human beings. The term *Delivery of Services* denotes the ways the agncies and institutions reach and help the people for whom they are created.

Essential services to children are often identified and categorized in three broad areas of health, education and welfare, and, at this point in time, should be totally interrelated and interdependent. Since each service in this continuous chain is only as strong and as significant as the weakest service, it is not possible to strengthen or improve the delivery of one service without considering the others. For example, the educator must clearly recognize that the child must be maintained in good health to learn, and must be able to attend school rested, clothed and fed. A delivery system supplying the basic material needs of a child must also be concerned with his health and education and provide opportunities for maximum functioning in all areas.

The basic components of the delivery system are similar for all the services: (a) planning and development, (b) objectives, priorities, evaluation and funding, (c) coordination and (d) manpower.

This Section of the report deals primarily with the broader philosophy, principles, problems and priorities of services and reference is made to specific services only as examples or because a particular service is basic or fundamental to other services in the continuum. Detailed discussion of specific needs or services are found in the other three Sections.

Services to children and the delivery system devised to insure that each child achieves his full potential through maximum utilization of the services, require a commitment to a pluralistic system of voluntary and public services. Although the established services are increasing in public agencies at a faster rate than in voluntary agencies, this does not imply an abdication of democratic involvement in, nor a commitment of people to, services to children. In fact, there is an increasing shift on the part of both to innovative services.

It appears that a fundamental and mutual obligation is to stimulate one another to be more active in discharging responsibilities to children. Unless there is a committed, comprehensive, coordinated, public-voluntary approach to concerns for children there will be no effective service system. An effective delivery system is therefore contingent upon mutual implementation and it is on this premise that this document is based.

The quality, effectiveness and responsiveness of public and private service delivery depend on:

1. a sound system of planning and development of services based on facts which includes needs as viewed by the users and the expectations of the community;
2. clear objectives of service with realistic priorities;
3. an evaluative system to determine how effectively the objectives and priorities are met;
4. financing, adequate funding and effective use of funds related to realistic priorities;

5. a coordinated mechanism with an integrated sub-system through which service is readily accessible to the potential users;
6. manpower;
7. increase in appropriate research focused on problems of the delivery of services.

PERSPECTIVE

Although education has long been considered a constitutional right in Illinois, it is only in the last five years that the State has moved toward perfecting the educational delivery system through certain mandatory provisions to assure that this right comes closer to attainment. The 74th General Assembly passed two significant laws which made mandatory the provision of education services for specific groups of children.

The School Code was amended to make it mandatory that Special Education programs be provided for all handicapped children enumerated in Article 14 by July 1, 1969. Article 10 of the School Code was amended in Section 20:20 to require that school districts provide kindergartens after July 1, 1970 in accordance with rules and regulations prescribed by the Superintendent of Public Instruction.

Similarly, in recent years, the right of access to health services has been reinforced by instituting such measures as Medicare, Medicaid, and the provisions of the Child Health Act of 1967.

However, there is still great ambivalence about the right to social welfare services. While no one in our modern society promotes poverty and starvation, nonetheless there is no unanimity as to how the social problems should be treated or prevented.

Historically, welfare programs, beginning as charities, were most often provided to the worthy but denied to the unworthy. The need for help was regarded as evidence of personal failure. Fortunately, social welfare services are coming to be considered as necessary resources and a right for those who need them. Illustrative of this great variation in philosophy are the 1962 and 1967 amendments to the Social Security Act. The 1962 provisions reached out to serve, even extending coverage to potential as well as to former recipients, and strengthening family life through full utilization of the social services. The 1967 amendments, on the other hand, are Congress' answer to the increasing welfare costs in a time of so-called affluence. The focus is on reducing the assistance rolls through training and work placements—an objective no one can criticize—but the too often found coercion on the part of the agencies only results in greater alienation of the client—especially if he is both poor and black.

PROBLEMS

The basic problems in Delivery of Services stem from:

1. a lack of up-to-date information as to total service needs and availability of resources;
2. a lack of a comprehensive planning system;
3. resources being under-utilized and not necessarily delivered in areas of greatest need;
4. inefficient service programs;
5. lack of understanding, support and participation in the setting and achievement by the public of the service goals;
6. lack of adequate manpower;
7. lack of a monitoring system;
8. lack of an adequate and well coordinated public-private funding system;
9. red tape.

COUNTY ASSESSMENT COMMITTEES' PRIORITIES

Elements of planning and delivery of services were major concerns which appeared in the reports of the 101 County Assessment Committees for the 1970 White House Conference on Children and Youth. They expressed their concern about different aspects of the total delivery system depending upon the urgency of a particular local problem or crisis area but throughout the reports there was a repeated plea for more orderly development of services and a more effective method of getting these services to the people at the local level. For instance, 21 County Assessment Committees made specific requests for planning more realistically for services to meet the needs of rural areas or small urban communities and to provide for extension of services, location of a sub-office by State agencies in the county or reorganization of services to decrease the multiplicity of dispensing units.

Development of regional or multi-county committees which would plan for more efficient utilization of resources was proposed by a number of counties. For those counties bordering other states, planning should provide for utilization of bi-state services. 59 counties recommended that there be some center located in each county that would provide information and referral services.

In addition to the concern in the counties for the orderly planning and dispensing of services, one-fourth of the County Committees indicated a first priority for coordination of services. 72 of the County Assessment Committees made note of specific areas in which local agencies and State agencies should develop cooperation and coordinate their individual programs. 17 counties specifically proposed the establishment of county or regional planning committees or councils for the purpose of providing a mechanism for more orderly development of programs and for coordinating those which exist.

Coupled with the priority of delivery of services closer to the location of the people in need was a recognition of the limitations of current staff. 71 counties recommended expansion of staff, better distribution of available professional personnel, improved training (especially in-service training), and the use of para-professional and volunteer workers. 28 counties specifically pointed out where para-professionals and volunteers could be effectively utilized. 20 counties noted the necessity of upgrading staff workers through in-service training.

As one example of the concern of the County Assessment Committees for better planning and development of services, the area of public health may be cited. Community leaders, administrators of agencies and public officials apparently need assistance from some central source in the State to help them make the transition between their concept of good public health programs which combine preventive, diagnostic and therapeutic services based in reasonable proximity to the people in need and the development or provision of these services in their communities. They recognize the difficulties of fragmented health services, but they recognize no possibility of starting from a comprehensive base.

Of the 101 County Assessment Committees reporting, the following priorities and needs were recognized: 35 reported a need for a county health department; 34 recommended development of health education programs: 38 recommended information and referral centers for health problems: 36 cited better maternal and child health programs; 35 urged better coordination of existing health programs. In several counties efforts have been made to establish programs, either a specific type of service or a total public health service. But because local officials were unable to secure the support of medical, dental and other groups in the community, these efforts have not been successful. Although comprehensive child care projects for children are specified under Federal legislation[1] such projects can be found only in Chicago.

I. PLANNING AND DEVELOPMENT

Delivery of service is an essential aspect of health, educational and social services. Agencies which purport to provide services but are office bound and staff oriented or never reach out to the citizens they should serve are—in a word, "inaccessible"—they do not deliver.

Comprehensive and long-term planning and the authority to produce needed changes in the delivery of service system for meeting human needs emerge as a major need in our state. There is almost universal lack of coordination among agencies, schools and other institutions in the community. There are exceptions but the evidence is strong from all parts of the state that citizens are thoroughly dissatisfied with the present separation and competition between agencies. Fifty-three of the 101 County Assessment Reports cry out against the separated, fragmented services. They plead for better coordination. Many counties asked for better, more comprehensive planning among agencies or a central office to bring about better care for children. They see inadequate services, gaps in services, and much disjointed development of programs.

Planning must be done at a level closer to the delivery of service in order to provide greater responsiveness to needs. From the state level, consultation and direct services should be provided through local structure or branch offices wherever possible. Planning and development of effective, accessible services is an important responsibility of all public agencies.

Sound planning and development of programs should be based on research. Research programs in the basic sciences and technical fields which provide the human expertise and technique essential to health, education and welfare services have received unprecedented support during the past 20 years. Both governmental and private auspices have actively supported such research. Unfortunately, funding programs for research have lacked correlation with the most pressing human and social needs. Therefore, individual disciplines have been involved in excellent research, but each discipline has concentrated more in its own area of interest. Although university research is more generally basic or fundamental research rather than applied, in actual fact, applied basic ideas, obtained by research concentrated on uncommitted inquiry, might be modified and expanded through experience. Both basic and applied research is needed in all areas of health, education and welfare and especially in the delivery of these services and requires a multi-discipline approach.

Means must be found to establish priorities for funding research initiating needed research projects and coordinating the efforts of the various groups in doing research in common areas which includes institutions of higher learning, state departments, and private agencies. Understandably, it has been much easier to gain support for research projects which have a potential for visible, dramatic results or which are likely to contribute directly to the physical well-being of the individual. It is harder to obtain funds for the behavioral and social sciences. This is demonstrated in the analysis of research funds made available in all areas from 1958-1962 which showed that social sciences received only 7.6% of all funds. The proportion of funds going to social science at the University of Chicago was 14.3% and the funds for the social sciences in state government research was only 2.5%. Almost no research funds are directed towards the delivery of services; and yet, this is the area which apparently has one of the greatest needs.

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[1] Section 509, Title V, Social Security Act, as amended by P. L. 89-97 86th Congress

SEE ALSO the Family Unit Section on Physical Health III-B, Page 55

II. OBJECTIVES, PRIORITIES, EVALUATIONS AND FUNDING

The plight of the many thousands of children whose personalities are severely damaged through poverty, racism and neglect will shortly become a national scandal. It is imperative that a massive investment be made in protective services and that a methodology be developed, combining theory and practice, for reaching and helping neglected children through means other than parental initiative. Most crime, a high percentage of mental illness and unemployability and the inability to parent children stems from childhood neglect or abuse. We must devise ways of coping with this problem.

Our society has taken the position that all children have a right to a given amount of education. However, in the areas of health and welfare services, with the exception of minimal screening and immunization programs, the family is expected to assume major responsibility unless it can prove its inadequacy or a court of law so adjudicates. A comprehensive program of services available to all citizens as a matter of right, regardless of financial status, is essential to an effective delivery of services program.

Society has failed to extend necessary educational, health and welfare services to families and children in spite of an ability to do so because of many factors, such as:

1. the assumption that those who need publicly supported social and medical services are only the weak, unworthy members of society;
2. racial and ethnic bias;
3. ignorance as to the causes of poverty.

For some reason, our society does not view health and welfare services in the same way they perceive schools, police and fire protection, sanitation and other general public services.

The present delivery of services system tends to have ill defined objectives, to be unable to agree upon priorities, except in crisis situations, and to be unable to impose recommendations for improvements in the system or to communicate concerns to those who are in a position to make policy or provide funding.

Experience shows that the results of the different disciplines attempting to communicate with each other often leads to dissection of the child and his needs, i.e., the approach tends to be problem oriented rather than child oriented. Also, there is an inability of different disciplines to communicate effectively as a result of the use of different terminology. For instance, there are contradictory regulations and policies of public licensing bodies (e.g., City Board of Health, State Department of Health, Fire Departments, etc.)

The goal of planning should be the creation of public policies and the establishment of reasonable priorities for making choices when these are necessary. It is within this framework that objectives of services can be defined and evaluated, and relative urgency or importance of service determined; and it is from this base that adequate funding should be developed.

Human services and resources must be identified as consumer items and the users or potential users of service must participate in determining the objectives of service and realistic priorities for delivery of services. It is important that public and private agency providers of service, even under the present system, develop plans to the extent feasible for involving client groups, such as the welfare rights organizations in decision making regarding the delivery of services.

The 1969 Legislature recognized the urgency of this problem when they passed S.B. 899 which requires that the Governor shall cause to be prepared, by January 1 of each odd-numbered year, a comprehensive plan or series of interrelated plans providing for development and optimum use of the State's human resources. These plans are to incorporate the following features: (a) regional plans through involvement of related State agencies, local governments, voluntary agencies, private sector resources, and the community at large; (b) designation of targeted (high-risk) areas within regions which require concentrated investment of resources and special efforts at coordination; (c) review and evaluation of program accomplishments, including cost-benefit analyses to determine the relative effectiveness of various programs on such conditions as crime, dependency and poverty; (d) identification of unmet needs and recommendations of most effective ways to meet these needs.

There can be no quarrel with the goal and purpose of this legislation. The difficulty is in its implementation. It is a lifetime rather than an 18 month assignment. There is no appropriation for the proposal, which therefore necessitates the diversion of staff time from operating agencies. Good planning is a complicated, time consuming, and highly technical operation. It fails or is mediocre when responsibility is relegated to the staff person whose other duties are flexible enough or few enough to permit his involvement in planning. It becomes biased when placed exclusively in control of financiers or direct operators of programs.

Many agencies delivering services tend to become (agency) service oriented rather than being oriented to the child and his family. Each of the services to children is viewed as serving only that part of the child's needs which conforms to the specialty of the agency. The users of services are rarely consulted as to individual or community needs. Too often delivery of services is based on global conclusions rather than on particular facts or needs of specific areas or of given groups of clients.

Population growth, urban sprawl, decay of the inner city, the flight to the suburbs—these affect service delivery. So do disparities in income, housing, social status and information.

Such changes and inequities should be met by appropriate variations in service delivery. Health and social service agencies still continue to show a tendency toward centralization and an unwillingness to serve poor people or those with serious personality or social handicaps. Some agencies try to deliver their services to those who need them and at times and places convenient to the recipients—but unfortunately these are in the minority. Increasing specialization and a tendency toward rigid professionalism severely limit effectiveness. Reluctance of agency management to reach out into new areas has confined service to those with know-how and the means to get to the available service. For instance, the County Assessment Committee reports reflect lack of comprehensive health services and confusion as to what kinds of health services should be available within a community and what are the logical governmental or private resources to look to for both leadership in developing and in providing these services. Many counties are without a basic public health program as they have no local or multi-county health departments. Even counties which are covered by county or multi-county health departments are without qualified professional staff. In a number of these counties only a single aspect of public health service, such as nursing service to the chronically ill, is provided. Over $1/3$ of the County Assessment Committees reported need for health education programs. A matter of considerable importance and first priority was an information center where people in need could obtain current information about available public and private health services.

Elsewhere we note the effect of lack of coordination between public and private agencies and of competition between public agencies. Restrictive concepts of manpower and narrow career ladders likewise severely limit the manpower needed for effective delivery of services.

Routine funding of stationary old-line health and social services at the expense of innovative and outreaching programs further denies the effective delivery of service. Lack of publicity about services is another deterrent.

These factors restricting or limiting service delivery may persist in either rural or urban settings.

The community at large appears to be totally confused by the apparent wide range of costs of services which seem to be similar. Operating and planning agencies have not maintained systems of assessment and interpretation of services being rendered—i.e., what services are being accomplished and which are not being achieved. This is evidenced by the increasing question of need for services, the value of a given service and the rationale for costs of services.

Cost of effectiveness systems has become a required language which the business community expects the service community to use in all communications. As of now, child service agencies have only begun a development of cost effectiveness systems.

Governmental or tax support of health, education and welfare services has increased at a faster pace than the contributions of the private sector. Federal and state financing of services has a tremendous impact on what services are available in the local community. The ways in which funds are raised and the way in which they are distributed have a profound effect on delivery of services. The private agency providers of service have not generated sufficient in-put into the task of interpretation of needs of children, service, gaps, etc., in order to delineate clearly needs for voluntary contributions. For example, whereas the federal government recognizes a 5% level of corporate giving as tax deductible, it appears that this potential of support is not being realized.

A predominant philosophy exists in Illinois that financing of services should be made by a voluntary or governmental unit which is at the nearest level to the people who are users of the service. In the past it has been possible for this philosophy to govern the development of needed programs and priorities. However, the present governmental units of townships, counties, municipalities, etc., provide too small a population base or tax structure to adequately fund or operate quality services to meet the needs. Therefore, there has been a decided trend in the last ten years to looking to a larger governmental or private unit to which responsibility for program would be assigned and funding required. This has led to private fund raising agencies extending their services to cover counties, multicounties or regional areas, and for governmental units to be combined into larger cooperating districts or regions through which services could be developed. Most of these measures are make-shift measures to try to accommodate the taxing structure source to the present limitations of the State's Constitution. The 1870 Constitution freezes what should be legislative prerogatives as to local governmental units, prevents thoughtful legislative examination of a major question today—whether county and township or other local governmental units are adequate to deal with new state-local, federal-local, interstate-local, and interstate relationships in the provision of health, safety, education, social services, transportation, air and water pollution control, neighborhood development, land use planning, and general improvements in the environment and services available to people.

The 5% limit on bonded indebtedness of municipal corporations has led to a multiplication of governmental agencies to such an extent that Illinois now leads all other states in the number of its local governmental units with well over a thousand separate taxing entities in the six-county Chicago metropolitan area alone. These multiple governmental units, frequently headed by persons who are unfamiliar with the broad range of health, education and welfare services, produces a lack of uniformity and equity in any kind of a state level program which requires local governmental tax matching or local referenda for institution. Some provision must be found at the state level so that these local governmental units are more responsive to the development of programs which have been established by the Legislature as public social policy, or the alternative is the provision of these programs on a statewide basis as a state administered program. A failure to recognize the necessity of marked reorganization in the taxing structure and referenda controls will only result in transferring even greater burdens to the federal government. In addition to the structural defects in our tax program, both at the local and state revenue sources, is the priority system set up by the Legislature for the amount of funding and the degree to which preventive, as opposed to corrective, programs will be financed.

Also, the problem of adequate funds plagues the planners and administrators of all preventive and direct service programs. A real problem in connection with the financing of services for health, education and welfare is not only the amount of money, but more specifically, the conditions under which it is made available to the planners and administrators. State funding has its share of earmarked or restrictive use of funds for special categories of ailments or problems. Long term program planning is handicapped because annual budgeting provides no guarantee of continued or increased measures of support for a new or revised program. However, a major source of this difficulty stems from the present method of federal financing because their requirements are so rigid that the state and local funds have had to be geared into the federal conditions, thus making the restrictive conditions applicable to state and local financing as well as federal. Although the PPBS (Program, Planning, Budgeting System), instituted at the federal level, is expected to overcome or obviate some of those difficulties, current experience has not demonstrated any measurable improvement at the state or local levels. In fact, in some respects, it seems to be growing more complicated. These unfavorable conditions might be designated as the 7 C's, with the 7th C a more recent trend established by Congress. These are as follows:

Compartmentalization. Federal funds have been so earmarked with such narrow boundaries of application for program or services that planners and administrators have been forced to consider such matters in a piece-meal fashion.

Catastrophe. Funds are made available for the end results of human failure, breakdown or problems, but money for preventing these occurrences or ameliorating the conditions before they have become serious has almost been non-existent. When such funds have been available, the operating agencies have been expected to provide the same kind of statistical nose-counting as the financiers were accustomed to apply to corrective or rehabilitative services. There has been an unwillingness to develop a different measuring stick for ascertaining the validity or success of preventive programs.

Crash. The current method of offering or providing funds to the states and local units is on a crash or crisis basis and, as such, invites waste of funds, inadequate or poor quality service, and missed opportunities. There are several different factors causing this crash funding: the federal administrative agencies do not themselves know how much funds they will have available, and cannot or will not let the grantee know what, when, or how many funds can be anticipated. There are extremely short notices as to deadline for submitting grants, but a very long wait before action is taken. Even after action has been taken and the grantee is informed, the guidelines for the use of the funds are not forthcoming for an extended period of time. The guidelines are of a skeletal nature, and as the period of the program continues, the federal administrating agency often develops a series of interpretations of the guidelines which completely alters or negates the original intent of the grant proposal from the local source. In addition, unexpired funds become available near the end of the fiscal year and may be drawn upon by the states or local governments for extensions or additional programs. In fact, these local sources are urged to "use them up" for a surplus in the allocation of one year adversely affects the congressional consideration of appropriation for the next.

Competition. The different standards of matching funds between similar types of programs at the federal level tend to set up within the state one of two chain reactions. If the agencies and planners in the state are attempting to collaborate and coordinate services, they try to figure out which funds offer the most advantageous income to the state and to the program and then try to manipulate the funds so that they can be made available to the operating agency which has the responsibility, knowledge and staff to develop and operate the program within the state. If the agencies aren't coordinating or collaborating, it tends to set up competition and/or duplicating services in the state, or worse, encourages the Legislature to look more favorably upon the administration of a particular program under an inappropriate agency due to the more advantageous federal matching.

Continuity. Federal funding with assurances of only one year short notices as to when funds are available, freezing of funds or abrupt termination of funding, all prevent state and local groups from doing a sound and continuous planning job. Funds that are made available at the last moment prevent the securing of staff and adequate planning for appropriate controls for their use. With no assurances for continued operation of the project in another year, efforts are made to use up all available funds before the deadline. Projects are not completed or are cut back when new priorities are established at the federal level for an on-coming year. State and local financing as matching programs cannot be based upon the continued availability of federal matching funds, or indeed, on the same level of requirement for the local matching funds.

Conclusion Or Goal Orientation. Often the federal legislation is broad and visionary in outlining the intent and objectives of the funding program. However, when the guidelines are set up by the administrative agency or criteria developed for the consideration of applications, the objectives of the funding become so rigid and often so unrelated to the real needs of the state that planners and administrators must decide whether they want to try to write and operate a project which adheres strictly to the guidelines and criteria with little hope that it will make a major contribution to the solution of the problems of that state—or write a project that fits the guidelines but hope to conduct it in the state in such a way that it more adequately deals with the real need—or, try to obtain funds elsewhere to augment the inflexible funds of the federal government.

Comprehensive Planning. Recently Congress has recognized the ineffectiveness and waste described in compartmentalized funding and has been drafting legislation which makes appropriations available for comprehensive planning — in fact, requiring it. The sad situation develops when the guidelines and criteria for administration are set up, for they generally require one agency with a certain type of program orientation, to do the planning and development of program in areas for which they are not equipped. If this process continues, there will need to be a coordinator of the comprehensive plans. Otherwise, the health agencies will be providing child welfare, mental health, juvenile delinquency prevention; the mental health agency will be providing child welfare, health, and juvenile delinquency prevention; the law enforcement agency will be providing family counseling, child guidance, and diagnostic and treatment centers for the emotionally ill; the Labor Department will be providing education and day care services. Unless the administrative agencies for federal funding to the states and local governmental units get together at the federal level in developing a plan as to how other agency programs are integrated into comprehensive plans without setting up duplicate programs within each operating level, we will have an 8th C, which will be—Chaos.

III. COORDINATION

The goal of coordination is to assure effective interrelationship of systems so that appropriate services are delivered to meet needs.

While an effective administrative organization is crucial for coordination, of equal importance is the attitude of the individuals involved. People, in the final analysis, determine the success or failure of efforts to provide a well-coordinated program of services. Heads of agencies responsible for services to children must be willing to cooperate with their counterparts and they also should assure that cooperation prevails throughout all levels of services. Such cooperation includes a necessity of sharing information, a commitment to the concept of comprehensive services, and the ability to relinquish a degree of control in the interest of more effective services.

Voluntary agencies share many of the same problems in coordination seen in public agencies. In some communities, there are too many small private agencies providing very similar services. Besides the competition for staff among these agencies, there is a gross waste of financial resources which could be remedied by realignment of services, consolidation of programs or mergers of agencies. This in no way suggests a monolithic approach. There is value in a pluralistic agency structure of services. However, merger and consolidation of services should not proceed to the extent that innovation and avenues for alternate forms of services are lost.

Cooperation between public and private agencies has increased in recent years. These cooperative activities have been fostered by the increase in purchase of service arrangements, a clearer delineation of state agency responsibilities, and a community approach to delivery of services. Much remains to be done if effective coordination is to be achieved between public and private agencies. It will be necessary for public and private agencies to clear up their own problems of fragmentation, duplication, gaps in service and to develop a mechanism for coordination of services across public and private lines.

Federal monies for related programs designed to benefit children are channeled through a variety of agencies causing fragmentation and gaps in service. Moreover, federal regulations restricting the manner in which such funds may be disbursed place severe limits upon the ability of state and local agencies to develop coordinated programs which would benefit youth.

A service delivery system needs to take into account the multiple needs of many disorganized families with children (many of whom are concentrated in the inner city) and to provide a comprehensive service program geared to them and available to them. Among services to be included, the following should be considered: day care for pre-school children regardless of mother's employment status; an educational therapy program where non-achieving school children can be given affectional and cognitive attention; individual therapeutic services for children on a needs basis; age appropriate group activities for all children in the low income areas; and involvement of parents either through their participation or the treatment of their problems.

IV. MANPOWER

There is a paucity of hard data on the actual service needs of people and the various types of trained manpower in the systems that deliver services; a lack of adequate manpower has been given as a major reason for the inadequate delivery of services to children and youth and their families. (Manpower needs are discussed in more detail in the other three sections.)

Both supply and efficient utilization of manpower are central issues in manpower.

The supply of personnel varies widely. Shortages are especially acute in the ghettos and in rural areas. There is a growing shortage of black personnel at a time when they are most needed. Salaries and working conditions become increasingly important to recruitment and retention of manpower.

Professional personnel now are inappropriately utilized. They have to perform tasks that can be carried out more effectively by others at less cost. At the same time, they are often expected to make decisions for which they have neither training nor skill.

Professional energy is often wasted because of duplication when several agencies are involved with the same family.

Responsibility for the definitions of service content, the classification of services and criteria for evaluating services must rest primarily with the graduate professional schools which train specialists in a given field. (With respect to social work, these are the accredited graduate schools of social work.)

All professional schools must become more conversant with the urban ghetto and focus more on the needs of the culturally impoverished child.

The role of youth in manpower has, in the past, been both overlooked and underestimated. Although there is a serious shortage of manpower in many service delivery areas, the authorities have been reluctant to employ youth. But there exists a wealth of willing workers among youth who could be used in many capacities.

In many projects, young people between the ages of 14 and 21 have proved invaluable in the duties they are able to perform. A day camp for handicapped children in south suburban Cook County attributes its success almost entirely to the volunteer "teens" that compose the larger part of its staff. In Headstart projects throughout many cities and suburbs, teenagers have been found to be effective in many assisting capacities. Church and neighborhood centered youth groups have been successful in establishing and maintaining many child and youth serving projects, such as, the tutorial projects in the inner city and "coffee house" youth centers that seek to provide both an outlet for youthful dissent and a place for young people to gather.

Clearly, youth have both the means and incentive to serve. They are not apprehensive about serving in the ghetto or in a voluntary capacity. If youth are overlooked in the solution of the manpower shortage then a great resource will go untapped.

RECOMMENDATIONS

DELIVERY OF SERVICE

I. RECOMMENDATIONS ON PLANNING AND DEVELOPMENT

A. There should be established a coordinated system of local and regional units for planning and community development which are representative of the various interests and concerns for children's services. Representatives should include, but not be limited to health, education, court, mental health and retardation, child welfare, as well as having representatives of groups receiving service, youth, business, labor and industry.

It is further recommended that the General Assembly designate one State Agency to provide funding and necessary staff services to implement this planning system and to provide consultation and community development assistance.

B. Administrators and policy making bodies should begin to look at their services in four major areas: availability, accessibility, acceptability and adaptability. Effective delivery of service, be it public or private, should contain two essential ingredients: (1) provision for seeking out those who are in need but not contacting their services; (2) the delegation of authority or decision making as close to persons in need as possible so that a "yes" or "no" decision can be made as readily and rapidly as possible by the person serving the client.

To provide availability, accessibility, acceptability and adaptability, each program must have built in an on-going process for the recognition, review and modification of the barriers to satisfactory service and for provision of decision making on the part of the client.

C. Each system of service should incorporate ways to be responsive to the assessment of need and how these needs should be met as articulated by those who actively deliver the service or the consumer of the service and be assistive to those who cannot articulate their needs.

D. Although services have to be developed for delivery on a mass basis, each program should contain special provision so that administrators will see to it that the services are adaptable and meaningful to each individual. The program should be flexible enough so that new approaches are encouraged and differential use of staff, both professional and allied professional, is common. (See Manpower, p. ??)

E. Basic to a more comprehensive approach to delivery of service should be an effective public health program since almost all other children's services start with an evaluation of the health situation, needs or problems. The present delivery system of public health services through county or multi-county health departments should be actually examined to determine if this method of delivery can be improved to provide coverage and comprehensive services of a quality and quantity to make it effective. or if an entirely different structure may be developed.

F. An independent Illinois Health. Education and Welfare Research Council should be established by the Governor or by the Legislature to determine priorities for needed research and to coordinate both empirical and scientific research efforts in the behavioral, social science and technological areas of the various state departments, institutions of higher learning and private groups.

> Membership on the Council should be representative in an equitable manner of health. education and welfare services, the lay public, the consumers and other institutions and agencies engaged in research.

G. Objective on-going evaluations of service delivery systems should be made in order that gaps, failures and breakdowns may be detected and corrections initiated and so that the services reach the people for whom they are intended.

II. RECOMMENDATIONS ON OBJECTIVES, PRIORITIES, EVALUATIONS AND FUNDING

A. If the child is to realize his potential as a self-sufficient member of a democratic society, the public must commit itself to the child's basic right to social, health, educational and legal services that

1. provide a full range of supporting services,
2. place as high a priority on developmental and preventive services as on remedial approaches,
3. protect through the use of the State's right to intervene if the family or the community is unable to provide needed services.

A satisfactory system of delivery of services cannot be developed until this commitment is made.

B. Legislative leaders should be an integral part of the groups designated in the recently enacted legislation (S.B. 899 of the 1969 General Assembly) for the development of a biennial comprehensive plan for the use of the State's human resources.

C. The local or regional planning groups resulting from Recommendation I-A, should be given specific responsibilities for:

1. comprehensive planning for human needs, including those specifically related to children's needs,
2. the engagement of the community, including users or potential users of the service, in establishing and reevaluating realistic public policies and determining planning, objectives and priorities,
3. involvement of all community service components in regional planning to realize the most effective human services,
4. seeking the cooperation of public service agencies and public regulative agencies to establish consistent policies and regulations for children's services,
5. development of language and terminology which can make possible common planning for children by agencies and professionals of different disciplines and the use of common electronic data processing,
6. development of local machinery by which public and private agencies can clear and coordinate their services to individual clients.

D. State Departments should review and revise their authorizations and responsibilities to assure that they not only have the obligation for standard setting, regulation and promotion but should also foster the development of viable local (both tax supported, voluntary and proprietary) services or the actual provision of service where it is not otherwise available.

E. Neighborhood service centers where many agencies can cooperate in providing service should be developed.

F. Physical structures should be modified to permit access by physically handicapped persons.

G. Education and information programs should be designed to bring service information to people where they live.

H. Staff should be oriented to serve people and away from an attitude of grudging or irritable response, moral judgment or outright punishment.

I. Staff and boards should be oriented to an outreach philosophy and should provide outposts, extensions and neighborhood work rather than being confined to buildings, offices and desks.

J. Outreach and efficient service delivery at point of maximum effectiveness should be encouraged through funding by public and private finance bodies.

K. The Illinois Constitution should be amended to provide a more flexible and equitable revenue article and other articles which would include giving the Legislature the authority and responsibility for the determination of the appropriate organization of local governmental units and the appropriate limit for bonded indebtedness they may incur. At the state level, the Legislature, without referendum, should determine the appropriate limits of the state debt.

L. Although annual budgeting in the State has many desirable features, it has a number of very serious restrictions for economic and constructive operation of on-going programs which should be overcome through joint planning of the Budget Division in the Executive Branch and the Appropriation Committees of the Legislature. A system should be established that permits guarantee of funds for longer than a year, program or unit accounting without earmarked or restrictive allocation, and equal consideration of financing of preventive programs with corrective or rehabilitative services.

M. A special effort should be made to acquaint the Executive and Legislative Branches of the Federal Government about the difficulties imposed upon the states and local governments by the present method of grants to programs administered by state or local authorities.

N. Each responsible funding agency should have provision for:

1. the proper evaluation of services in relation to cost and the responsibility for interpretation of the significance of needs and services, so that the community and its leaders can be consistently engaged in the development of sound realistic policies,
2. a common system of definitions and record keeping within similar services must be established so that intelligible price tags may be placed on individual services, thus providing the community with the opportunity of setting priorities of fiscal feasibility,
3. a sound unit cost system which would serve as the basis for funding of services whether this be through fees, purchase of service contracts, federated fund raising, etc.

O. Effective delivery of services increasingly rests on combinations of public and private funding. Budget decisions should therefore take into account all needs and programs. There should be clearer partnerships between public and private funding bodies.

III. RECOMMENDATIONS ON COORDINATION

A. Federal funds for related programs designed to promote children's services should be channeled to the state through a single federal agency with clear jurisdictional lines in the state thereby eliminating the duplication and fragmentation which currently exists.

B. In terms of information gathering and sharing, agencies should take cognizance of data processing.

C. A comprehensive computerized information system should be developed to identify needs in all regions of the state, the state as a whole and areas of the United States and resources available to respond to needs.

D. Health and Welfare Agencies, in concert, should evaluate organization of services in their community in terms of efficiency and opportunities for coordination.

E. Reorganization or mergers, especially those leading to multiservice agencies, should be encouraged when they will improve delivery of services.

F. Governmental services should be reorganized into functional units with decentralization of the services. All agencies, both private and public, should provide for the persons receiving services to play a more active role in decision making.

G. People in service programs have opportunities to work with individuals whom they encounter who come to their attention for a particular problem but who have other problems which should be served elsewhere. Staff of all agencies, particularly in-take staff, must be prepared to recognize these needs and be permitted to work with the individual so that he may be helped to understand his needs and the resources which could be used to meet them. The staff should continue to work with the appropriate resources to be sure that the person connects with the service he needs.

H. Every possible simplification should be made in administrative procedures to secure personnel to provide a maximum amount of direct services.

IV. RECOMMENDATIONS ON MANPOWER

A. The needs for which manpower are required for Health, Education and Welfare Services should be continuously monitored and evaluated and the availability and utilization of manpower, allied personnel, as well as professional should be continuously studied.

B. Licensing, accrediting, and certification regulations and procedures should be analyzed and reviewed for the purpose of setting up appeal procedures, removal of restrictive practices to allow for transfer and movement from one category to another to enable effective utilization of personnel.

C. Experimentation in use of manpower at all levels should be encouraged with particular emphasis on community resident personnel.

D. Experimentation in the employment of youth in many paraprofessional or assisting capacities should be greatly encouraged. In this way, youth will have a chance to serve and to gain experience that will encourage more young people to continue in the serving professions. In this way, the shortage of manpower may be somewhat alleviated both for the present and in the future.

E. Universities and colleges should develop short-term community based courses and other community programs with particular emphasis on interdisciplinary training and education.

F. Various professions, agencies, school systems, universities, and colleges should be assisted in developing, financing and testing methods that insure the recruitment, proper development, distribution and utilization of manpower.

G. Within each profession manpower systems should be developed which relate training and job functions at varying levels of competence and provide adequate compensation and status on all levels.

H. Professional association in cooperation with educational institutions and agencies should devise a system of credentialing manpower based on skill and ability in order to provide career advancement which is recognized throughout the human resources agencies.

I. The Governor's Office of Human Resources should be given overall responsibility for continual survey and planning for manpower needs.

J. Neighborhood residents employed by agencies and community volunteers should be trained to provide direct services under general professional staff supervision.

SECTION II

YOUTH'S ROLE IN SOCIETY, TODAY AND TOMORROW

FINDINGS

Issue—Youth's quest for identity and a meaningful place in society raises significant questions about youth's rights and responsibilities in society as well as the extent and methods of their involvement in determining policy and for planning programs designed specifically for them.

I. GENERAL BACKGROUND

A. DEFINITION, NUMBERS

MINORS—For the purposes of the Illinois activities for the 1970 White House Conference on Children and Youth the term minors applies to those under 21 years of age.

ADOLESCENTS—The United States Children's Bureau and Census Bureau identify adolescence by age as that life period between ages of 10 and 19. While there are no universal points of reference by which one may delimit the period of adolescence, four groups of youth are generally included in this age period of life: youth in junior high school; youth in high school; youth in college; and youth who have dropped out of school and are either members of the labor force or are unemployed. Whether they are in school or not, they are experiencing rapid physical, emotional and social change in the process of leaving childhood and becoming mature human beings with all the responsibilities and freedom of adult life.

YOUTH—For the purposes of the Illinois activity for the 1970 White House Conference on Children and Youth, the term youth is used generally for those 14 to 21 years of age.

B. NUMBERS AND PROJECTIONS IN ILLINOIS

Age	1970[1]	1960[2]
10	232,000	182,754
11	230,000	179,927
12	229,000	185,622
13	221,000	181,132
14	219,000	138,935
15	214,000	138,002
16	206,000	145,353
17	202,000	154,200
18	195,000	133,303
19	185,000	115,705
20	184,000	112,540
10 to 14	1,131,000	868,370
15 to 19	1,002,000	686,563
20	184,000	112,540
all under 21	4,419,000	3,800,521

Total Population for Illinois as of 1967—10,850,000.

C. COMPARISON OF YOUTH IN 1960'S WITH THOSE OF PREVIOUS PERIODS

WHAT NEW FACTS ARE AVAILABLE ON YOUTH IN AMERICA IN THE 1960'S?

1. Youth are physically healthier and larger and are maturing earlier than at any time in history.

2. Youth are more knowledgeable in many areas than their predecessors.

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[1] Estimated population by single years of age in 1970, Department of Public Health.

[2] U. S. Census, 1960.

3. Youth are increasing in population. By 1970 fifty percent of the total population will be under 27 years of age. As of July 1, 1967, the Division of Vital Statistics of Department of Public Health estimates those in age range 16 through 20 years comprise 8.7% of the total population in Illinois and those 21 through 24 comprise an additional 6% of the total population.

4. Youth through action and words are having more to say. The hippies with their life style and values, and demonstrations by youth on college campuses on the war, on the draft and civil rights are examples of this.

D. CHANGE IN SOCIETY AFFECTING YOUTH

Three changes in American society are having considerable impact on the opportunities and attitude of today's youth.

1. America is rapidly becoming an urban society. In 1890 only one-third of the American people lived in communities with a population of 2500 and over. By 1980 three-quarters of all Americans will live in urban areas. At present one of every five Americans changes residence every year. In addition, most of the movement to the innercity is comprised of non-white people and movement to the suburbs is predominately white. Urbanization and geographic mobility contribute to the impersonality, rootlessness, and lack of involvement of individuals in our society. This contributes to individual and family breakdown.

Urbanization has produced many changes in values, family living, employment, education and recreation. It is important to note the additional pressures in the Black community result in additional problems for Black youths, due to the lack of opportunities in housing, education, health and employment.

2. Major changes have taken place in the composition of the family and in the roles and functions of its members. The extended family has been replaced by the small, mobile nuclear family. Parents have lost the support of grandparents and other relatives. Traditionally, youth were prepared for marriage and family life by the example and teaching of their parents and other members of the extended family. Although parents continue to be responsible for this task, such radical change has taken place in the last 50 years that they now look to schools and/or institutions for supplementing their information on this aspect of life. Because of these changes, parents are finding increasing difficulty in identifying and transmitting relevant customs and values to their youth. This has led to a communication gap between youth and their parents.

3. While major steps have been taken in our society to correct social injustice and inequality of opportunity for youth of minority groups and from poverty stricken homes, real inequities still exist and insufficient resources have been mobilized to provide incentives and hope to underprivileged youth.

II. SOCIO-CULTURAL ASPECTS

A. SOCIO-CULTURAL CHANGES

On the one hand youth of the late 1960's are maturing physically at an earlier age, are physically larger, are more knowledgeable, constitute a much larger segment of the population, are more vocal and sophisticated than their predecessors. At the same time, increasing numbers are seeking help for emotional problems, are coming to the attention of the courts, are unemployed, are truanting from home and are using drugs.

The most rapid increase in the rate of admissions to mental hospitals and psychiatric clinics concerns youth. The Council of the American Psychiatric Association reported in January, 1968 that outpatient psychiatric clinics throughout the counties already serve more persons in the 10-19 age group than in any other decade in life. Admissions of minors, ages 6-17 inclusive, to the Chicago State Hospital increased from 29 in 1955 to 285 in 1965. 75% of these admissions were youth 13 to 17 years of age. The Children's Bureau, The President's Commission on Crime and Law Enforcement, and the Citizen's Committee of the Juvenile Court in Cook County report increases in he incidence of delinquency at both national and local levels which clearly exceed the population increase. The John Howard Association has pointed out that in the next decade 40% of the juvenile population will have an arrest record of some kind. Furthermore, for several years the rate of increase of court reported offenses has been highest in suburban areas.

The number of youth truanting from home is increasing rapidly. Drug use by youth is increasing at all educational levels, from elementary through college and in all socio-economic groups. The December 18, 1967 issue of the American Medical Association News reported on a survey made by the Essex County (New Jersey) Council on students in 3 colleges in that area. It was estimated that 50% of the student body used marijuana at least one time and 70% used amphetamines.

In the United States for the past ten years for all ages, suicide has been among the 12 leading causes of death. It ranked fourth in 1964 as the cause of death in the 15-24 age group. Among college students it ranks as a second leading cause of death exceeded only by accidents. In the age group 15-24 the rate was 6.0 over 100,000 in 1964. Suicides occur much more frequently in males than females, about three times the rate for women. This is true in the 15-24 age group as well as in other age groups. There are many more attempts made by women, however. Farberow and Shneidman (1961) reported in a study centered in Los Angeles County that 70% of the persons unsuccessfully attempting suicide were females. In the same population, 70% of the completed suicides were by males.

The Illinois Department of Public Health in January. 1968 completed a preliminary study on suicide in the State of Illinois. This report (Illinois Public Health, 1968[1]) shows an increasing trend as was found in our national population of youth under 25. The following tables serve to illustrate this.

DEATH FROM SUICIDE, AGES UNDER 25
State of Illinois 1956-1966

Year	All Ages	Under 25		Under 20		Selected	Ages	Number
		No.	%	No.	%	10-14	15-19	20-24
1956	930	38	4.1	6	0.6		6	32
1957	964	48	5.0	18	1.9	1	17	30
1958	1,016	55	5.4	14	1.4	1	13	41
1959	945	65	6.9	26	2.8	2	24	39
1960	964	60	6.2	24	2.5	6	18	36
1961	921	51	5.5	19	2.1	2	17	32
1962	977	65	6.7	26	2.7	1	25	39
1963	1,045	66	6.3	23	2.2	3	20	43
1964	892	76	7.7	34	3.8	3	31	42
1965	1,021	84	8.2	26	2.5		26	58
1966	1,038	103	9.9	40	3.9	1	39	63

SUICIDE RATES PER 100,000 POPULATION
15 to 24 Age Group for Selected Years, Illinois

1920	1930	1940	1950	1955	1960	1965
7.3	6.9	6.2	5.2	2.5	4.3	5.5

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[1] Special acknowledgement is given to Mr. Clyde Bridger, Chief Statistician of the Department of Health for providing this data.

The rate of suicide on college campuses is increasing according to some studies, although the increase could be related to more accurate reporting techniques as well as greater awareness of the problem. However, a national college magazine conducted a survey of 300 college psychiatric services, reported in Time (1966), that revealed approximately 1,000 collegians kill themselves a year. This was based upon 1966 figures. Approximately 9,000 attempt suicide, but fail. Another 90,000 threaten it. At best the data are considered to be a knowledgeable estimate because of a certain discretion used in reporting such information. This rate is about 50% higher than the general population and non-students of college age. Males commit about a three to one ratio over women. More graduate students complete suicide than undergraduates.

Some of the collegiate studies of campus suicides revealed that these students took their grades, specialized studies, and themselves too seriously which developed into suicidal tendencies. Many set up inordinately high standards for themselves. College life has always been a stressful period coinciding with many of the difficulties experienced in growing up. The break with home ties, confrontation with new thoughts and values and the search for identity are all forced on young people earlier in a college environment. Added to this now is the pressur and competition for grades which increases the stress even more. Because of the increased emphasis upon college level preparation, many students who might not have been involved in academic pursuits two decades ago find themselves in an environment alien to their interests save that of the place that grants a diploma.

Changing values set up other conflicts besides purely academic ones. More sexual freedom causes stress to some. With some, if they are not inclined to take advantage of the new permissiveness there is the worry that something may be wrong, that they are a latent homosexual. A UCLA psychiatric consultant pointed out that if students do take advantage of this "new morality" they often discover intimacy without emotion produces guilt rather than pleasure or fulfillment.

Some of the motives for suicide that have been attributed to the college students are: a desire to destroy oneself because of the discrepancy between one's self-image and how he would like to be, a need to punish another who has caused the frustration and hurt, and urge to repent for some wrongdoing, a cry for help.

In an Ad-Hoc Youth Group convened by U. S. Children's Bureau in planning for this White House Conference, the central theme of the youth discussion was their inadequate preparation for adult life, lack of communication between youth and adults, and lack of appropriate avenues for education and experience.

Modern families, and our society, seem to be characterized by prolongation of the adolescent period. Even though youth are maturing earlier and the term youth is often applied to many who are above the legally defined age of 21 years, both youth and young adults are expected and mostly prevented, from being fully involved in the adult world.

B. COMMUNICATION GAP BETWEEN YOUTH AND ADULTS

The communication gap is a drifting apart between the older and younger generations in the sending and receiving of ideas and points of view. Communication on an interpersonal basis includes everything that comes out of a person—speech, gestures, body posture, facial expression—particularly of the eyes, touch and expression of emotions.

The barriers to communication stem from the differences between the communicators in such matters as status, background and experiences, interests, feelings and prejudices, reasoning and thinking, rate of listening and self centeredness.

Interpersonal communication in our society today is, in general, ineffective. Not only is there a huge "generation gap," but there are grave communication gaps between the races, the suburbanites, the city dwellers, the rural inhabitants, the rich and the poor. Human communication will be effective when the interpersonal relationship between the participants is meaningful. Only when the relationship is a loving one (i.e. brotherly love or love of fellowman) is the relationship significant. A loving relationship (regardless of age or sex of persons) implies that each person **knows** the other person in depth, **cares** about the other's wellbeing, **respects** the other person as an individual in his own right, and **responds** to the other person's needs. Each person permits the development of interdependence in the relationship and, as a result, trust develops between the persons. The ultimate outcome of such a relationship is the development of risk taking in the relationship, and courage.

1. FACTORS CONTRIBUTING TO THE COMMUNICATION GAP

a. Peer Group—With adolescence comes an increased emphasis on social experience. Adolescent peer groups are formed which are sources of identity, status and security. The adolescent seeking interpersonal acceptance is under considerable pressure to conform to peer group norms. The amount of pressure to conform varies with the individual's need for acceptance, and more conformity is demanded of the follower than the leader. As acceptance by peers gains in importance to the individual, the importance of the role of parent as confidant and primary source of support diminishes. For those individuals whose peer group values include alienation from adult society, as well as those individuals whose relationship with their parents or adults is rather tenuous, the peer group functions as an alternative to communication with adults. For those individuals whose peer group is more accepting of adult mores the channels of communication tend to remain more open.

b. Communication Media—The communications industry plays a most important role in adding to today's communication gap. From early childhood to adulthood, the communications media molds the minds of viewers. The industry is one of the most powerful influences on youth's development today. Television, radio, and the press have all enabled today's youth to become better informed at an earlier age than their counterparts of former years. This knowledge has made youth more interested and active politically, while at the same time it has developed the ability and desire of youth to solve its own problems. The basis of this problem exists in youth's desire and action in areas where only the older generation acted before, and the refusal of today's older generation to acknowledge and recognize this early maturity.

Mass communication has influenced not only youth's attitude about itself but about adults as well. Its "fetish" of youth, with everything beautiful being young, inculcates in youth a self-satisfaction and, in adults, envy. Conversely, the mass media's overemphasis on violence, depravity, and the extremities of youth's behavior sets up false examples for other youth to follow and encourages adults to view youth in a negative rather than a positive manner.

c. Education—School experiences are influenced by and contribute to parent-child communication. Classroom offerings tend to have an overly academic emphasis. The child who comes to school with good communication skills finds it easy to enter into academic discussions and extend his communicative facility. Other children who enter school with poor communication skills find it difficult to participate in abstract academic activities. They may be thwarted in the acquisition of communicative ability and consequently become more skillful in tuning out rather than tuning in. Even when the child is able to participate in and profit from the instruction presented at school, there may be communication barriers with his parents. Parents who are unfamiliar with new math or uncertain about the components of the solar system may hesitate to offer assistance in doing homework or otherwise discuss these topics with their children.

The operational organization of the classroom poses problems in communication for some pupils. Typically, the pupil must wait his turn for a chance to respond. Pupils who have limited tolerance for delays grow impatient with waiting and may seek other ways for self expression including the creation of crisis situations which disrupt the routine and break down usual communication lines.

In an attempt to cope with the necessity of having to cover ever increasing amounts of information, the schools have relied more heavily on TV and film presentations. Such technological devices may provide coverage of vast amounts of data, but this is accomplished by talking to rather than talking with the pupil. Effective communication is more likely to be fostered by situations demanding a mutual exchange of ideas rather than by these one-way demonstrations.

Court decisions and current social trends sometimes have led the schools to refrain from instruction involving attitudes, values, and beliefs which are subjective and therefore possibly the most human characteristics of instruction. The resulting approach of dealing with the facts and being coldly objective has tended to depersonalize the teacher-pupil relationship. Interpersonal communication is more enhanced by warmth, trust, and humanized trial-and-error rather than the coldness, aloofness, and remoteness which typify an overly objective instructional method.

d. Challenges and Reformation of the Value System—Communication techniques today are making the perennial revolt of youth against adult society more visible. Every generation, during adolescence, questions the values of its predecessors. Historically, youth modify the values of their parents only slightly before accepting them as their own. Now, however, partly as a result of rapid social change, the basic value system of society is being challenged by youth. This has created uncertainty and anxiety in many adults, overreaction in others. Campus riots, marches and draft card burnings are widely publicized, but they are merely dramatic reflections of the new liberalism that much of America's younger generation embraces. Youth today see racism, war, and poverty as problems the older generation has been unable to solve, but also as problems capable of solution. Young people see furthermore that racism, war, social injustice, housing . . . all are overriding social issues which point up the hypocrisy of adult roles in today's society. There are as many shades of response to these challenges among youth as among adults, but less recognition is given to the constructive middle ground than is given to the more dramatic extremes.

In an in-depth interview survey of a cross section of 718 youth, conducted by the Daniel Yankelovich, Inc., one of the largest independent firms specializing in attitude research, for Fortune Magazine, the attitudes of youth were reported in the January, 1969 issue of Fortune Magazine. A few excerpts from this survey will illustrate the priorities of youth.

> "The different attitudes registered between those who had and those who had not attended college are clear-cut—but not very surprising. What is perhaps most surprising in the data is the sharp division **within** the college group. All those in the group were

shown the following two statements and asked which more closely represented their own views about college and careers:

(1) For me, college is mainly a practical matter. With a college education I can earn more money, have a more interesting career, and enjoy a better position in society.

(2) I'm not really concerned with the practical benefits of college. I suppose I take them for granted. College for me means something more intangible, perhaps the opportunity to change things rather than make out well within the existing system.

"Those who preferred the first formulation were identified as the 'practical-minded' students: 58 percent were in this category. For many of them college plainly represented an opportunity to improve their status in society; a third of the practical students came from families headed by blue-collar workers, and a majority (54 percent) were enrolled in business, engineering, or science-oriented programs that suggest they have fairly definite ideas about their career. Those who preferred the second formulation were identified as the 'forerunners.' The forerunners were mostly (80 percent) in the arts and humanities; only a quarter of this group came from blue-collar families."

	No college	Practical college	Forerunner college
What do you think is the most important problem facing this country today?			
Vietnam War	48%	37%	27%
Racial problems and civil rights	27	31	32
Crime and lawlessness	14	12	4
Politics (the election, leaders, etc.)	9	10	11
Lack of understanding	6	7	13
General unrest in the nation	5	11	17
Breakdown in morals, respect	5	7	6
Do you agree with those who have called ours a "sick" society?			
Yes	44%	32%	50%
Comments in support of this view (some made more than one):			
Too much extremism	34	35	28
Loss of human concern	27	31	34
High crime rate	25	27	15
Defiant, rebellious youth	24	17	11
Hypocrisy in politics	9	17	10
Breakdown of democracy	7	10	12
Fear of social or economic change	1	4	9

When looking at the church today, as at the rest of society, youth is aware that a hierarchy of values is missing. For many young people the recognition of a multi-faceted, basic Judeo-Christian ethic of love and sacrifice just doesn't come through. As one young man said, "Lots of kids are religious today; it's just that the church isn't. I mean the church isn't the center of religion anymore. It's not that kids want to 'worship God in the cathedral of the forest' or anything like that. It's that religion is relating to people and their problems." Youth seeks in a continuously more depersonalized society to establish more interpersonal relationships and extends this seeking into the quest for a more interpersonal religion. Frequently this results in youth rejecting the structural church just as it rejects situational morality. In the traditional concept many youth are not Sunday churchgoers, but most maintain a high standard of moral values and concern for the welfare of their fellowman.

To reach today's youth, religious and other value-oriented organizations must make their values relevant to today's problems. Churches and schools must be oriented to the individual and his needs. Religious organizations must be willing to provide more services to their fellowmen without imposing religious obligations. Lastly, education in values must be a coordinated effort between all churches, schools, community and the home. Lost youth want a set of standards, want an interdependent responsibility shared by the family, school, church and community and feel confused by the doctrine of relativity of values espoused by too many religious leaders. Youth is calling upon society to adhere not to new or different standards and values, but to a recommitment and to an ardent application of traditional values which have characterized American democracy and the Judeo-Christian tradition. The standards of many of today's youth provide evidence of the universality of basic values; although many adults have adopted the relativity concept. Youth is trying to find his own morality and in the process many youth seem to be adopting their own values. Youth is impatient: Radical changes should occur overnight. Youth is prone to oversimplify and as a result, often is intolerant, too many times with justification when adult patience becomes unconcern, when adult discussion leads to dilatory tactics rather than action.

Youth's impatience, concern and energies must be recognized, and youth must be helped in progressing toward the achievement of those values and goals which most of us accept and desire.

	No college	Practical college	Forerunner college
Do you feel this country is doing too much, enough, or too little for Black people?			
Too much	20%	15%	7%
Reasons given (some gave more than one):			
Blacks should do more for themselves	47	16	29
Whites' rights are being taken away	88	30	36
Other poor being forgotten	26	14	....
People should work for what they get	22	38	57
Enough	45	47	22
Reasons given (some gave more than one):			
The Country is doing as much as it can	46	49	33
Blacks' opportunities have been improved	30	26	23
Too little	35	38	71
Reasons given (some gave more than one):			
Blacks do not yet have equal opportunity	54	41	40
Blacks' living standard is still too low	36	14	16
There is still too much prejudice against Blacks	31	34	38
Would you welcome more emphasis in this country on combating poverty?			
Yes	73%	78%	87%

Young people see the results of the stereotyped attitude "the poor you have always with you." Youth often feel that poverty and other social injustices are accepted as part of the backdrop of life. Those who are trying to face these problems now are bringing about a conflict within the church structure as well as within the rest of society's social and economic framework.

e. Disrespect of Laws and Rules—Many laws and rules of today are outgrowths of old American society. Youth feels little compulsion to obey many of these (school policies, draft laws) because they have had no part in making them, and they do not have the power to influence legislation by the means of a ballot. Yet it is interesting to note that most of the men in the armed services are in the 18-21 age group. An example for a younger age group is high school dress policy. Older authorities attempt to impose their dress standards on the younger generation. Youth, on the other hand, do not accept old dress standards, so they do not accept the rules.

Youth today also question some of the standards set up by their parents which the parents themselves do not follow. As a result, youth often begin to question their parents' advice in other areas.

f. Wealth—It is quite obvious that many youth of today have had an affluent financial base in which to grow up. However, there is still another group of youth in America who has grown up in emotional, economic and sometimes social deprivation. Adults find it difficult to understand why young people take so much for granted or expect so much. Many youth also are expressing dissatisfaction with the status quo. Many are unhappy with the ethic which emphasizes the accumulation of wealth and affluent living. At the same time, technology will provide in the future for almost everyone, more consumer goods than man will want or can consume in satisfying ways. At this point most people will have to have meaning in their life other than work. There is also the unfinished task of assuring an equitable distribution of resources for its citizens.

g. Interpersonal Relations—Youth and Parent—The ability to communicate is a learned process and as such needs opportunity to develop. This learning process begins from the time the child is born, in the way the parents hold and care for him. This positive or negative development of communication continues throughout the child's life through all the interpersonal relations of the parent and child.

One of the contributing factors to communication, which existed in the past, was the economic necessity for the father or mother teaching their sons or daughters how to perform the functions of the farm or the household. This teaching process gave both the parent and child a natural opportunity to discuss matters which had real meaning in the lives of both. Children no longer have meaningful tasks to perform which contribute to the maintenance and economic success of the family. So this natural family forum for discussion which earlier American families enjoyed is not generally available to most families today. Culturally, we have not yet found a means of replacing the areas of common concern among parents and children which would promote discussion between them. The youth are not too interested in what their parents do at the office and the parents are not always able to discuss the "New Math" with their children. So they tend to talk at each other rather than with each other.

In the area of social activities and recreation, similar differences in relationships exist. Social activities were largely family centered. Today, the opposite is true. The range of available activities has been broadened to include a wide variety of both participant and sedentary choices and often times available only by age grouping. The increase in the availability and use of the family car tends to scatter the members of the family in all directions seeking their own social and recreational outlets. The child thus has a much larger number of adult models after which to pattern his role playing and imitation.

The attitude and expectation of the adult toward youth is significant. Youth expressed a need to be held accountable and for adults to treat them with an attitude that assures youth that they can perform effectively. Effective communication does not stem from "being a pal" but rather from youth and adult functioning within their own sphere of maturity with respect for the differences of the other.

Deprivation, lack of enriching experience and the struggle for economic security or prestige may create barriers to effective communication between parent and child but, on the other hand, affluence, education or adequate diets do not guarantee effective communication.

While many parents are still concerned with economic goals, youth in all economic strata are reaching for values other than financial security. They are seeking brotherhood, equality, and peace. The tragedy is that since no dialogue has been developed between them, there is no understanding and appreciation of the other's position and no ability to talk with each other to arrive at a mutual understanding.

h. Music and Film—What **does** communicate to American youth today? One of their favorite means of expression is music. Bob Dylan was one of the first recording artists who really got through to the younger generation, because he reflected what they felt but hadn't been able to put into words. His first folksong, "The Times They Are A-Changin' " was a true prophecy of things to come. Then came the Beatles with a new kind of sound. A sound that rolled voices, instruments, rock and roll, into one mad, loud, fiery, thunderous beat. Now there is the sound of Simon and Garfunkle. Many new groups are combining old sounds with new sounds, old beats with new recording techniques and their lyrics are brilliant, at least as often as they are incomprehensible. Too often adults are so overwhelmed by the intensity of sound that they miss the message. Teen music speaks ABOUT youth for those who have ears to listen. Through the beat we can know them, feel with them. What about film--it is an important communications medium of youth. Over 60 percent of today's movie audience is between 15 and 25 years old. They're not seeing the Hollywood movies that adults grew up with, but strange, symbolic, sometimes crude, sometimes sophisticated, and honest movies that probe into our way of living today. The "underground" movie of the experimental or non-commercial field was unknown five years ago. Today it is widely used by youth when they themselves plan programs. Youth feel these films speak clearly to them and for them. Real dialogue about the stresses and situations confronting youth can take place based upon such films as "The Graduate" or "Goodbye, Columbus."

2. RESULTS OF THE COMMUNICATION GAP

a. Criticism and Reform—Youth have always had a critical attitude toward their elders, and have always vowed that, when they grew up, they would do things differently. In previous generations, it would have been unthinkable for youth to speak out about their feelings to their elders and even more unthinkable for them to tell their elders how things should be done. However, today adolescents find it impossible to accept without question the decisions made by social, educational, and political leaders and are vocal about their opinions.

Youth today are not satisfied to wait until they are considered adult to see society's injustices changed. They feel they have a valid criticism and are anxious to see results immediately. Thus, few people are spared in youth's efforts to reform society.

b. Withdrawal From Society—A relatively small group of youth today find our political and social rules changing too slowly and feel that they have no real place in modern American society. Therefore, they are striving to form a society of their own apart from the conventional economic, social, and political systems. Neither adults nor the dissatisfied young people make a serious effort to understand each other's way of life. The older generation often refuses to look beyond the long hair and the shabby clothing, which youth view as a passing style of dress, to discover what the young person really has to say and thus widens the communication gap and further withdrawal of youth from adults.

C. ELECTIVE ACTIVITIES OF YOUTH IN SOCIETY

The role of youth in the family has changed. No longer are "chores" related to family survival and advancement delegated to children. No longer are children considered economic assets. No longer do "many hands make light work." The youth's responsibility to his parent is presently not as great as the parent's responsibility for his child. Released from family commitments an increasing number of young Americans—Black and White, disadvantaged and affluent alike—are displaying symptoms of boredom, lack of fulfillment, and even feelings of unworthiness. This uncommitted time is experienced by youth in both poverty and affluent families. Left to their own resources, the feeling of "realness" may be escaping our youth. Young people are responding to their need for more meaningful use of this time by making demands in three different areas. These are: (1) recreation, (2) civic service, and (3) political activity.

1. Recreation

The reports of the County Assessment Committees were very specific about the areas in which they believed improvements or additions were required to better the opportunities for all children for wholesome recreation. These included the following:

	No. of counties recommending
Youth Centers, Teen Centers, Community Centers, Coffee Houses	
Need center for recreation & leisure time activities	27
Improve and promote cultural center facilities	5
Need to develop rural recreation facilities	4
Need family oriented facilities and programs	3
Unprogrammed facilities such as coffee houses	2
	41
Facilities and Programs. Other	
Expand type and size of programs (i.e., more for high school and young college students, such as YMCA)	22
More facilities such as bowling, tennis courts, etc.	13
Need more winter sports	1
	36
Specialized Programs	
Need for facilities, programs for lower economic groups	8
Need for programs for handicapped children, adults	3
	11
Coordination of Programs	
County, City Coordination	13
State plan	2
Regional plan	1
	16
Open Schools	
Open after hours during summer	15
Coordinate school program with park	1
	16

Camp Facilities and Programs	
Develop land for outdoor camping and recreation—acquire land and increase potential of available facilities	13
Each child should have a camping experience	1
Increase public and private support of camping	1
	15
Playground and Park Facilities	
Increase park facilities	4
Need for more and better equipment and supervision	6
	10
Need for Year-Round Programs and Facilities	6
Funds Needed to Provide Facilities, Leadership, Incentives to rural communities	5
Content of Program Other than Recreational	
Counseling and guidance	2
Employment service	1
School-centered events	1
	4
Miscellaneous	
Expand outreach program	4
Promote facilities, inform parents	3
Better supervision	3
Need for library resources	2
Outdoor lighting facilities	2
Student rates at bowling alleys, etc., to increase use of facilities	1
Free fees for underprivileged	1
	16

There appears to be an expressed desire for drop-in type youth centers and facilities for socializing with peer groups, for developing a skill, for enrichment and cultural exposure; a place and time for adults to be available and interested in young people and to provide guidance and encouragement. Many of these same needs are expressed in the desire for more open space and out-of-door recreation in a camping setting. Factors that will influence the effectiveness of all use of recreational time are outdated facilities, inadequate financing, and insufficient and/or inadequately trained leadership. Youth of today demand a wide variety of activities as they search for more adventure and challenge. There are patterns of enthusiasm and shifting interests in youth as well as adults, and adults should not be surprised that youth's interests and utilization of different resources will ebb and flow.

Patterns of participation in meaningful activities need to be established in all youth-centered programs. Youth is a time of idealism—of giving as well as receiving; of learning by experimentation (informally) as well as through formal methods. In addition, programs are more effective when the individuals they serve are involved in the planning and leadership. Therefore, there should be more opportunity for teenagers to share in the planning of their activities and to serve as aides or assistant leaders in programs for themselves and younger children.

The leisure time of youth in the Seventies is a matter of great concern. In a stratified society there are levels which do not perceive the value of wholesome recreation. Or, sensing its importance, the group in general lacks resources to enjoy attractive opportunities and/or information about these programs which do exist and could meet their needs.

2. Community Service and Civic Competence

To be effective, a democratic society requires maximum participation by its citizens in government and community affairs. Schools, churches, and parents have primarily prepared youth for participation by use of an academic approach. A more meaningful approach would be to provide youth with learning experiences through actual involvement in civic affairs.

Today's youth seek a meaningful role in society. The enthusiastic response to such structured programs as the Peace Corps, Vista, and the National Teacher Corps provides ample evidence that a large segment of them are eager to serve others and have a very real contribution to make to society. In increasing numbers, young people are serving as nurses' aides, candy stripers, in neighborhood centers and churches, and in Head Start programs. A youth's viewpoint on this was stated as follows:

"High school teens are leaving their classrooms after 3:15 p.m. to rush off to neighborhood centers, to hospitals, to churches, and to homes in order to squeeze a few hours out of their busy schedules for people and their problems. This well may be a substitute for the fulfillment previously experienced by youth in personal services to older or ill members in the family or in immediate neighborhoods.

These youth, whose first responsibility is that of getting an education, see a second responsibility to their communities. They also see the barriers of time, energy, and little or no compensation for the task of fulfilling that second responsibility.

Their time and energy could be used in other ways—some not so beneficial, yet they have chosen to spend it in this manner, knowing the rewards will be slight and the recognition even slighter.

Recognition and acclaim are needed by youth who unselfishly participate in service programs within their communities. Innovative educational programs following the lines of the present Distributive Education or Office Occupations courses could be developed in community service fields which would provide an opportunity for students to receive academic credit for time spent in these activities. Such programs would also tend to encourage involvement of the unmotivated.

Particular attention must be given to those youth disillusioned with our bureaucratic society. A re-examination of our structured programs and the use of a more personal approach in reaching these dropouts from contemporary society should be made. Emphasis should be given to the importance to society of even the smallest individual contribution.

More participation by youth in planning for and serving the needs of society would do much to bridge the so-called "Generation Gap." Only by personal involvement can young people learn the complexity of the ever-present social problems and the need for the continuing concern of people of all ages in solving them."

3. Political Activity

Historically, political activity of youth can be expected to increase in societies in which **accepted** values are being questioned. However, this does not explain why youth have played such an important role in stimulating protest, reform, and even revolution.

Youth must believe in something. They must feel what they believe in. This is one difference between World War II and the Vietnam War. In one instance young people **believed** and in the other they were told to believe—there is a world of difference between the two.

Today T.V. and Radio have a liberalizing effect on young people, particularly in areas linked to universal issues—race, equality, freedom of speech, internationalism, war and peace. Youth have ample opportunity to discuss and study political matters. Youth are more available for new political movements than adults.

Therefore, many young people are in the center of considerable political debate, yet have little or no political status themselves. This is one reason for their protest of the voting age. They protest going to war when they have had no opportunity of voting for the persons who made this decision, and other such decisions which affect their futures.

Then, too, compared to other groups in our society, youth simply has fewer responsibilities, fewer commitments to families and jobs.

It can be argued that the circumstances of young people and students being a "privileged" group, which also gives them the psychic security to support minority causes, are also among the circumstances which make their activism possible; and student and youthful activism becomes highly probable. It can also be argued on the same grounds that a politically inactive youthful population is cause for greater misgivings and dismay than an active one.

What justifies concern is the existence within the youth movement of a deeply committed group of young people who are not affiliated with any comparable adult structure and who are contemptuous of democratic procedure. The resulting civil disobedience weakens the respect for law which guarantees the rights of all minorities. Hence, it is important for the future of our society that opportunities be developed for more active participation by youth in the political procedures at all levels of our government.

The matter of a change in voting age was given much attention by the County Assessment Committees for the White House Conference. Twenty-eight of the County Assessment Committees recommended the lowering of the voting age. This would require a change in the State and/or Federal Constitutions. Almost all of them proposed that the age be lowered to eighteen. Two recommended that the voting age be consistent with draft age.

Several County Assessment Committees also proposed that the whole matter of legal responsibility for youth be reviewed. Areas noted for review and possible revision were: marriage age, age limitations for entering into contracts, age for curfew, and age restrictions governing employment, mandatory education, driving, and use of alcohol. Several proposed that the voting age should also govern other age factors. (See also material on Legal Aspects of Youth's Role in Society.)

III. ECONOMIC ASPECTS OF YOUTH'S ROLE IN SOCIETY

The economic situation of youth today is marked by two extremes. A large percentage of today's youth work, and youth are today more powerful economically than ever before. However, a large number of youth are not able to share in this economic abundance. There are serious difficulties inherent in both of these extremes which may be damaging to society as a whole.

> Teenage youth 14-19 years of age make up a considerable segment of Illinois labor force. In 1960, 287,000 youth were in the labor force. This was 6.4% of the State labor force. 35% of the 14-17

year olds are members of the labor force, 10% of the 14 year olds are in the labor force; and by 18 years of age, nearly 60% of youth enter the labor force and by 19, another 6%. 24% of all youth 14-19 years of age who are enrolled in school are in the labor force. Population projection to 1980 by age indicates that, if the labor force participation rates prevail, about 500,000 teenage youth will be in the State's labor force in 1980.

Of youth seeking jobs in 1960, 10% were unemployed. How much this number and proportion of employed youth have been reduced by 1968 is not determinable. However, indications are that it is about the same number. Only a few have been reached by the many available training programs.

The largest percentage of employed youth is concentrated in six types of occupations requiring relatively limited skills.

Occupations	**Percent of youth of all workers employed**
Farm Workers	29%
Laborers	13%
Waiters and Counter Workers	16%
Private House Workers	13%
Sales Workers	13%
Clerical Workers	10%

27% of all employed youth were in clerical occupations.
50% of the employed girls from 14-19 were in clerical work.

For those who are able to satisfy the majority of their material desires, youth sees a potential danger to society resting in a creeping materialistic orientation accompanied by a decline in social sensitivity. The youth who are more work-oriented, and who are perhaps moving toward a more materialistic orientation, tend to be from middle economic level homes where work and materialistic values are important; hence, economic and attitude patterns are being sustained from one generation to the next.

The cycle at the other end of the scale is equally dangerous. Thirty percent of today's youth will not graduate from high school. As automation and technology increases, the job opportunities for these youth decrease. These school drop-outs are disadvantaged and under-prepared for occupying a needed and responsible role in today's society. High school drop-outs are more likely to come from low-income families and are more likely to establish low-income families themselves. The high school drop-out starts out on a lower economic status, and his earning power will remain sub-standard. These economic factors appear to be causal agents in creating alienation and frustration.

> In poverty areas of large cities, nearly twenty-five per cent of the youth age 14-19 who were actively seeking work were unable to find jobs in March, 1966. Among Negro teenagers in those areas, nearly one-third of the boys and one-half of the girls were unemployed. Non-White teenage boys had a fifty percent higher unemployment rate than White teenage boys in the poverty areas and a one-hundred and fifty percent higher rate in non-poverty areas. Non-White girls had double the unemployment rate of White girls in non-poverty areas and more than four times the rate in poverty areas.[1]
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> Among employed high school graduates 21 years and younger, about two-thirds of the men are in blue collared jobs. Forty-two percent

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[1] Chart 32, THE NATION'S YOUTH—Children's Bureau Publication. No. 460—(1968)

> of the non-White girls are service workers while seventy-three percent of the White girls are white collar workers. Twenty-five percent of the White males and seventy-three percent of the non-White males are blue collar workers.[2]

While youth today are considered economic dependents, their increased overall purchasing power has highly influenced consumer markets for society as a whole. Many industries cater primarily to youth as prospective buyers. And yet, society hesitates to grant youth economic and employment independence, and discriminates against them in terms of ability to obtain credit, join unions, and buy insurance.

Youth, because of their vocational inexperience, must depend on entry level jobs as their major source and level of employment. However, entry into many jobs, and sometimes whole occupational fields, is tightly controlled by unions. Tight restrictions concerning the number of entrants into specific fields, the methods of selecting union members, and the high cost of membership are all means by which unions control and limit the employment of youth. Minority people have been negatively affected by these policies, and especially the youth of minority groups. The seniority policy operating in unions also relegates younger members to lower-level jobs. Many unions, however, are developing more flexible hiring practices and apprentice programs. For example, some unions will accept membership from young men on the completion of their high school building trades program. In some cases, with summer employment especially, union dues are paid on a day-to-day basis, rather than in one large sum, and can be spread out over several months. Union withdrawal cards are sometimes given to students which can be used for employment the following year. These changes towards flexibility need support of employers and the general public.

Programs are needed for exploring employment opportunities while in junior and senior high school. Educational agencies, particularly those in the suburbs, have emphasized a broad academic orientation with a view toward preparing youth for higher education. Learning has taken place primarily in the classroom, and this, plus the fact that children and youth are separated from parents in a work situation, presents little or no opportunity for youth to associate their educational experience with career planning and work experience. Career counseling and job opportunity units should be available and are needed throughout the school system. Opportunities are needed to try various occupations; work-study programs should include both vocational and human services. With some students, economic needs and pressures keep them from fully participating in a school program, especially the social life, the extracurricular programs, and sports which develop leadership qualities, social skill, etc. These students, in order to have spending money, and in some cases even to help support their family's basic needs, work at part-time jobs. Their contact with the school setting becomes almost exclusively academic rather than social; with limited time to study, and in many cases coming from homes where educational values are not stressed, staying in school becomes increasingly less attractive. Unless some way is found to enable these students to meet their economic needs within a flexible school program, such as by means of work-study or by financial grant, the probability of drop-outs in these groups will continue to be high. Potential drop-outs might be encouraged to stay in school if they receive pay for it, or if they were promised employment upon completion of a course of study.

Why, then, is it important or valuable for youth to work? What will be gained through employment? Work and holding a job demands responsibility and maturity on a level higher than most other situations in young people's lives. Learning to work can be a period of reality-testing wherein they are aided in finding out who they are and what it is like to be in an adult role. Work habits are developed which carry over into other areas of life. Many young people find success and concomitant feelings of self-confidence and self-fulfillment in work which they have not been able to find in school or social life. Working maturely and responsibly is rewarded by wages; with money, teenagers can purchase what they value. Work, then, leads to maturity, self-discipline, and increased spending power; these, in turn, lead to increased independence which is a major developmental task of adolescence. For some, work provides an outlet for creativity. For others, the opportunity to interact with individuals of different social background leads to increased tolerance and understanding. The opportunity to work provides experiences which cannot be found elsewhere and which are germane to the development of mature, self-disciplined and responsible citizens. In addition, many vocational experiences allow for greater development of each individual in terms of his creativity, independence, and his uniqueness.

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[2] Chart 26, ibid.

Note—This material on education and vocational planning is included in this section, since it pertains to Youth's Role in Society. Additional materials on these subjects are included in the section on "Collaborative Roles of Agencies in the Educational Process."

IV. LEGAL ASPECTS OF YOUTH'S ROLE IN SOCIETY

A. THE JUVENILE AS A SPECIAL GROUP

There is little in the life of youth which is not affected in some manner by law. Elsewhere in this report (Family Unit: Section VIII—The Judicial Process in Relation to Family and Children's Problems) is a discussion on the judicial and legal process of the court. In this section attention is directed more to the manner in which the law looks at youth, youth looks at laws and law enforcement, and the way society looks at youth in conflict with the law.

Illinois pioneered in the field of Juvenile Law by enacting the first Juvenile Court Act in 1899.[1] Ever since, the juvenile has been singled out for special consideration and procedures have been developed within the court theoretically to provide the juvenile protection rather than punishment.

Recently, a growing concern has arisen about the informality of the proceedings of Juvenile Courts, and two United States Supreme Court decision point the way towards greater protection of the rights of juveniles.[2]

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[1] On January 1, 1966, a new Illinois Juvenile Court Act became effective providing that if a boy under seventeen or a girl under eighteen violates or attempts to violate a federal or a state law, or a municipal ordinance, he or she may fall under the jurisdiction of the Juvenile Court. The Court may also act if the juvenile is under eighteen, and deemed in need of supervision, or is neglected as to support, medical care, or education, or whose environment is injurious to his welfare, or is a dependent juvenile, when there is no parent or guardian, or when the parent or guardian is under a physical or mental disability.

[2] In the *Kent V. United States* case (383 U.S. 541 (1966) the issue was the type of proceedings required before the Juvenile Court waived jurisdiction and permitted a trial in the Criminal Court. It stressed that principles of due process of law apply to Juvenile Courts and in a waiver situation, the juvenile is entitled to a formal hearing with counsel.

In re. *Gault* (387 U.S. 1, (1967), the Supreme Court held that due process of law is an indispensable foundation of individual freedom to the juvenile as well as the adult and that notice of the proceeding should be given in sufficient time to prepare for it, that the notice set forth the nature of the charge with particulars, that the juvenile and the parent be notified of the right to counsel, that there be an opportunity of confrontation and of cross-examination, and that the juvenile be advised of the privilege against self-incrimination.

B. YOUTH'S REACTION TO LAW

As youth is regulated by the law, so does youth react to its influence. Our laws should be reviewed to see whether restrictions on youth are warranted and whether we use the law instead of family and community discipline. Youth views our laws or court procedures involving them as an effort to impose certain disciplines or moral codes.

This reaction of youth was emphasized as a result of a special effort by the Committee to solicit the views of youth who had had some brush with law enforcement personnel or agencies. Approximately a dozen of these youth were willing to respond to questions. Their comments fell roughly as follows.

They do not view breaking curfew, skipping school or swearing as violations of laws. They resent being hauled into court on these infractions. They cannot see that the courts or law enforcement personnel handle them with any "special" consideration. In fact, they feel they are handled more inconsiderately and with more physical and verbal abuse than adults.

Juveniles who are brought to the court as "dependent" children rather than "delinquent" children think they are being "punished" just as the delinquent children feel they are there for punishment. Youth feel they need more counseling than punishment and they don't think they get it at any of the steps in the law enforcement process. They said they needed someone in whom to confide, but not a person who, no matter what they say, will tell them that is not the adult way to behave.

No matter what language is used, confining a child in an institution, or placing him on probation, is viewed by youth as punishment. In England, the maximum sentence for a delinquent is three years. In Illinois the court can retain jurisdiction until a youth is twenty-one. The unique result is that the younger the child is when he is brought before the court, the longer he can be punished. At common law a child could not be tried for a crime before he was seven years old; in Illinois, a six year old can be brought under the jurisdiction of the court for fifteen years.

A new look should be taken on what activities should be considered delinquent. Included as questionable items in the legal definition of delinquency are: violations of curfew laws, truancy, profanity, loitering. The list is even broader when activities are considered which bring the child under the classification, "in need of supervision." Sanctions of the law are brought because he may run away from home, or because his parents cannot control him.

C. VIOLENCE AND YOUTH

Youthful violence seems to be increasing rapidly. Physical violence is the expected behavior of some youth groups. Statistics indicate that violent crimes by youth are increasing, but there are questions as to whether this is in fact an increase in violence or do the statistics reflect more accurate reporting or data processing, or more sensational reporting by the communication media.

The John Howard Association predicts that in the next decade forty percent of youth will have arrest records of some kind. While law breaking appears widespread among youth, the use of violence appears related more closely to specific groups rather than widespread. The violence of the ghetto and teenage gang is widely publicized. Violence on the campus is a major problem; throughout the nation between mid-February and mid-June, 1969 there were over 150 campus demonstrations, some of which were violent. Thus, the ghetto and the campus, at opposite ends of the youthful continuum, indicate that the extremes are getting more extreme, and the extremes also receive the greatest publicity. While youthful violence may be a product of a small minority, it reflects apparent widespread dissatisfaction among youth.

Some of the major causes and influences leading to youthful violence are:

1. The Vietnam war: violence endorsed, no matter with how much regret by men of stature, brings violence into the area of acceptable behavior.
2. Crowded living conditions: people living in crowded conditions could be expected to produce an increase of violent interaction. Individuals appear more susceptible to aggressive impulses when their privacy is constantly invaded.
3. Inappropriate use of leisure time: the hot summer months are most conducive to violent behavior since school is out and unemployment is high among disadvantaged youth.
4. Youth gangs and their sub-culture: the organization and development of their own ethics by youth gangs are often in direct opposition to societal laws.
5. Organized adult crime: while the crime syndicates and criminal elements in larger cities are obvious examples of this, groups such as the Minutemen, or the White Hats of Illinois, are also influential. The laissez faire attitude toward crime on the part of many of our citizens is responsible for violence in our culture and by youth.
6. Provocation by authorities: personnel in law enforcement organizations, correctional agencies and schools, tend to overuse physical means of restraint or discipline and sometimes use provocative methods of handling potentially explosive situations involving youth.
7. The racial situation: in some cases, the conflict between Black and White is overt, and even in the non-violent majority the potential for violence exists. While the non-violent methods used by civil rights workers have yielded major changes in our society, violent methods have yielded similar changes and often much quicker. Nonviolent beginnings, by breaking the ice, sometimes lead to violent endings. Counter-reactions may be more violent than the initial action.
8. Cultural change: society, and especially its youth, is questioning its basic ethics and values. Ambiguity and uncertainty can lead to extreme behavior.
9. Emphasis on violence by major communication media: communication media, including TV, newspapers, magazines, comics, etc., must be cited for their emphasis on crime and violence.
10. Frustration: our society provides ample frustration for many of its citizens, but does not provide an equal opportunity for outlets for this frustration.
11. Adult hypocrisy: youth see our society loaded with contradictions which results in disillusionment to youth who have not been prepared for the realities of society.

The factors noted above make up a partial list of causes of violence by youth today. But violence is always the action of an individual, thus the causes of violence are as many as the individuals involved. Irresponsibility in citizens develops as a result of their training. In our training for a responsible democracy, the emphasis should be on "freedom with responsibility, not freedom with license."

While there are programs in schools and communities which invite the participation of youth, the youth who participate are often the leaders, the self-actualizers, the more intelligent individuals. However, it is precisely the opposite groups, i.e., the dropouts and those not experienced in success in leadership roles in schools, who need the responsibility. These are the youth who may become violent because their needs are not being met through school or any other social experience.

Youth in the ghettos have been tagged by society as the young people most prone to violence. A cursory analysis of reasons behind their violence would include the following: first, with youth in these areas there is very often a difficulty in verbalizing feelings; thus, feelings, attitudes, etc., often are communicated physically. Secondly, the influence of the teenage gang as one of the few social organizations existing in these areas is significant. Within the gang a young man may establish his identity, reinforce feelings of self-worth, and also find affection and acceptance. Within the gang respect is derived through power, and violence is a method by which an individual retains his position as well as moves up. Thirdly, within the ghetto areas there tends to be a feeling of hopelessness and helplessness regarding life. A common feeling can be expressed by a statement of one of the leaders in the ghetto: "It really doesn't make any difference if I live until I'm 75, if I must remain as I am—miserable in this ghetto." Violence and disruption, therefore, are not as threatening to the individual living without hope.

There are, however, indications of counter-reaction to violence in society, such as recent efforts to regulate firearms, and the efforts to track down and eradicate the power of organized crime groups. Youth, too, are forming groups aimed at community service and constructive solutions to some of the community's problems, and in some instances are doing this deliberately as a means of counteracting the image being saddled on them by the widely publicized action of other types of youth. Youth are protesting that adults are judging the majority on the basis of acts of a small but very visible minority of youth.

RECOMMENDATIONS

YOUTH'S ROLE IN SOCIETY, TODAY AND TOMORROW

I. RECOMMENDATIONS ON SOCIO-CULTURAL ASPECTS OF YOUTH'S ROLE IN SOCIETY

A. Since in-service training for community services is as necessary as in-service training for business, schools, churches, civic, recreational, social and governmental agencies should involve racially representative youth in policy making, planning and implementation of programs affecting them.

B. Colleges, junior colleges and high schools should offer courses within their Social Science Departments where credit could be given for work in community service activities. These should be organized in similar fashion to the occupaton and distributive education work-study programs.

C. Colleges, junior colleges and high schools should offer training programs in governance, process and theory. These should be available to all students interested in government, regardless of major or program, in order to prepare students to participate more effectively in the democratic process.

D. Neighborhood councils should be established which should be representative of the composition of the neighborhood with special emphasis on participation of youth. These councils should help deal with the specific problems of the neighborhood. To this end, we suggest that qualified personnel be made available to assist in their establishment.

E. Each county should establish through volunteer bureaus, recreation departments, schools or other appropriate agencies, a center for providing information to youth on opportunities for volunteer work.

F. Participants of programs should be used more effectively by administrators and leaders in evaluating, improving and promoting existing programs and facilities.

G. Each county or urban center should have a racially representative Coordinating Recreational Council composed of youth and adults for the purpose of evaluating existing facilities, usage, gaps and areas requiring improvement. An integral part of the process should include provision for separate meetings of youth to make independent evaluations to feed into the full Coordinating Recreational Council.

The Coordinating Recreational Council should be funded by tax funds or United Community Fund organizations so that effective implementation can be provided.

H. All youth serving organizations should continue and/or begin to expand outreach programs to involve more and diversified youth both as program participants and in policy making and program planning. Particular attention should be given to those youth disillusioned by our bureaucratic society. A reexamination of the structured programs and the use of a more personal approach in reaching these drop-outs from contemporary society should be made. Youth serving agencies should also consider carefully the needs of rural and small town youth who may be neglected by current outreach programs.

I. Outreach recreational programs should include, besides recreational activities, opportunities for youth to gain new experiences which will lead to broader knowledge and understanding of the institutions and culture of the community and for opportunities for employment either on a paid or volunteer basis.

J. In order that churches and synagogues may exert a more realistic role for youth in their daily lives, the clergy and lay leaders of the churches and synagogues should offer meaningful programs in the following areas:

1. Initiate or expand ministerial counseling programs for youth which shall include pastoral counseling education in these fields.
2. Organize interfaith youth programs led by professional and trained, paid leaders.
3. Provide family life programs geared to adolescents.
4. Broaden the use of the physical plant of the church for such purposes as community service centers, or other programs affecting children and youth.
5. Initiate and take responsibility for creating awareness in the community of problems and participate in the development of programs relating to child development, marriage preparation, counseling and family life education.

K. Youth should be included in the lay planning councils of the churches.

L. Comparative religion courses should be included in the public school system as elective at least as early as the secondary level.

M. Religious and other value-oriented institutions should try to make their value education programs more relevant to today's problems. Youth and adults urge more emphasis on consistency in the application of religious ethic to everyday life.

N. Students should have a meaningful and learning role in student government as a part of their education experience as well as for providing a constructive channel of communication between them and the school administrators and faculty. Recommended areas for such participation include:

1. Establishing a series of councils, boards, or such groups made up of elected members from the student body. These councils or boards may deal with specific problems such as dress codes, lunch room conduct, behavior at school social functions, establishment of a judicial system, coordination of school councils, and selection of representatives to larger school-faculty and community councils or committees.
2. Youth elected representatives to state or local boards which participate in formulation of school policies as to:
   a. requirements for admission
   b. requirements for graduation
   c. objectives of the school
   d. procedures for re-admission
   e. teacher-pupil ratios
   f. evaluation of students
   g. evaluation of school faculty and administrative personnel
   h. methods for student participation in school operations
   i. enhancing the public image of the school
   j. securing adequate funding for the schools
   k. maintaining a high quality operational and administrative school staff
   l. providing adequate physical plant and facilities
   m. promoting a favorable learning atmosphere by making an agreeable working situation for pupils and for staff personnel
   n. evaluation of the effectiveness of the schools
   o. requirements for hiring of teachers and principals
3. Student organized and directed groups for influencing public opinion, significant social organizations (legislatures, professional groups, P.T.A., etc.) through such activities as:

   - a. each student being highly informed as to cost of school operations, current developments in school programs, advantages of an effective educational system, criteria for evaluating schools, etc.
   - b. student representatives singly or in groups to present the schools' needs and marshall support in public demonstrations, speaking arrangements before community organizations, presentations at legislative hearings, etc.
   - c. student organizations to "get out the vote" on important issues to be voted in referenda.
   - d. student organizations to orient pre-school children and to continue to guide and counsel elementary school students as to the purposes of school, what is expected of the school pupil, the advantages of school attendance and opportunities of involvement and participation in school affairs.

4. Youth may have a hand in curriculum content by:
   - a. establishing student groups which communicate with recent graduates to find first hand which school experiences were most helpful and what was missing.
   - b. having representatives from student groups sit as members of school curriculum committees.
   - c. being prepared to send persons to represent the student group before other influential policy groups, such as legislatures, local school boards, etc.
5. All educational institutions should recognize the rights of students as guaranteed by the United States Constitution. These include the following:
   - a. the right to distribute literature on campus without prior authorization by school officials.
   - b. the right to form clubs on campus, including those of a political nature.
   - c. the right to sponsor outside speakers to address these clubs.
   - d. the right to due process in all disciplinary procedures of the school involved.
   - e. it is understood that students who avail themselves of the above rights are willing to accept responsibilities involved. Violations of federal, state or local laws are punishable.

O. A U.S. Constitutional Amendment should establish a national minimum voting age of 18. The Illinois Constitution should be changed to lower the voting age to 18 for Illinois residents.

It should be emphasized that this recommendation is one of the most cogent and vital concerns of our youth and the entire group feels strongly that this fundamental change should be one of the most important actions of the White House Conference.

P. The legal age of responsibility for contracts, marriage, etc., should also be established at age 18.

Q. The legislative, county and municipal governing bodies should establish or increase political and civic internships for youth of all races represented in various areas with particular emphasis on local government participation.

R. Political organizations should make a more sustained effort for youth involvement in their deliberations and activities such as inviting representatives of youth to all meetings of county central committees.

S. The basic curricula at elementary, junior and senior high schools should be reinforced by using local government officials as resource persons in course offerings, focusing on the political process.

T. Youth should have a means for direct access to administrators of public policies which affect them such as the draft, curfew, driving, etc. The establishment of the channel must be recognized as the responsibility of each of these administrators and could include creation of youth advisory boards for this purpose.

U. State and local agencies in the fields of health, education and welfare should have suggested programs and materials on drug use available and should strongly encourage the public schools to implement these, beginning at the elementary school level.

V. Committees should be established throughout the state to research in detail current social problems of youth, such as drugs, marijuana, social morals, campus unrest. Youth should participate actively on these committees. The funding of these committees should be provided by the legislature and should be coordinated with existing research organizations.

II. RECOMMENDATIONS ON ECONOMIC ASPECTS OF YOUTH'S ROLE IN SOCIETY

A. The Office of Superintendent of Public Instruction and the Board of Higher Education should review and revise secondary and higher education so that classroom study and work experience are interrelated and so that time spent in study does not unduly prolong the student's dependency and prevent him from being engaged in significant activity in the community at the earliest possible time.

B. The Women's and Children's Division of the Illinois Department of Labor should initiate administrative or legislative changes to modernize the employment laws relating to minors in order to eliminate the outmoded requirements which deprive youth of opportunities for constructive part-time work experiences. Care should be taken to assure that minors will not be exploited.

C. Persons who are responsible for employment policies should review job requirements and de-emphasize the requirement of a college education for those positions which actually do not require it.

III. RECOMMENDATIONS ON LEGAL ASPECTS OF YOUTH'S ROLE IN SOCIETY

(See also Recommendation VIII-A of the Family Unit Section which deals in detail with the diversion of youth from the Juvenile Court to administrative agencies.)

A. County or Circuit Advisory Committees to the Juvenile Court should be established by each Chief Judge for the purpose of reviewing the program and methods of handling juveniles in conflict with the law in their circuits. Youth should be a significant and integral part of these Advisory Committees. Major emphasis of the Advisory Committee should be directed to: (1) Proposing ways in which court, probation and law enforcement personnel can work with youth so they may be seen as advisors, advocates and helpers to youth rather than as antagonists and punishers; (2) calling attention to the improper use of the court, detention, or law enforcement agents for dealing with behavior problems of the youth, or inadequate parents, which are not crimes against society; (3) reviewing the compaints of brutality and/or harrassment of youth with a view to correcting such practices where they exist.

B. The Illinois Law Enforcement Commission and the Juvenile Division of the Department of Corrections in cooperation with the Illinois Council of Juvenile Court Judges should develop and operate on a regular basis a quality training program for probation officers, juvenile police officers and detention personnel.

C. Training programs for all law enforcement officers should include special attention to dealing with potentially explosive situations of groups of youth with firmness but not provocativeness.

D. A fully trained riot squad placed at the disposal of the governor should be created in order to take precedence in a riot situation.

MINORITY REPORT ON III-D

While it is felt that steps must be taken to prevent repetition of the great tragedies of Kent State and other colleges; and while better training programs for existing authorities are recognized as one of the means toward such prevention; it is strongly felt that setting up a new system of independent State armies (riot squads) is an unwise and dangerous means by which to do this. It is a direct step toward a dictatorial State government, a police State, and, finally, real suppression of the dissenting voice.

	COUNTY
Mrs. Margaret Bahnfleth	Tazewell
Joan Hunter	Peoria
Mary L. Sarron	Tazewell
Virginia Keller	Peoria
Daniel Ruby	DuPage
Marianne Lah	DuPage
John Maguire	McDonough
Geneveve Watson	Peoria
Jefferson H. Ware	Madison
Linda Stoltz	DuPage
Bruce Lilliston	DuPage
Linda Davis	Sangamon
Jeffery Belden	Fayette
J. Robert Weber	Sangamon
John F. Kenward, M.D.	Cook
Leon W. Chestang	Cook
Myrtle Meritt	Cook
Patricia C. Siebert	Cook
Mildred Pflederer	McLean
I. H. Rozenfeld, M.D.	Cook
Larry Sparks	Charleston
Jerry Boyd	Charleston
Ted Vantrease	Franklin
Teresa L. Massie	Kane
Judy Sancken	Clark
Anne Fairchild	Winnebago

	COUNTY
Kathy Gremmels	Perry
Elendia Jenkins	St. Clair
Nan Romine	Cook
Delilah Newell	Morgan
Sandra Gaynor	Will
Keith Dirks	Morgan
Lynn McClenahan	DuPage
Susan Wolfe	Whiteside
Janice Krasa	DuPage
Ralph S. Davis	Champaign
Alice Stewart	Cook
M. Elizabeth Clayton	DuPage
Marge Blake	DuPage
Janet Foy	DuPage
Madeline Fabert	Cook
Muriel Moss	Cook
Caryl Moy	Sangamon
Harold R. Phelps	McLean
D. Brieland	Lake
Deborah Myrow	Cook
Helen Shaw	Hancock
Margaret Stewart	Champaign
Jane Heckman	DuPage
John A. Monkman	Champaign
Jerome J. Shapiro	Coles
James R. Shaw, Jr.	Hancock

E. Youth should be given additional opportunities of learning about and understanding our system of laws and justice and youth's rights as well as responsibilities under law. To this end, school curriculum planners and state and local Bar Associations should cooperate in publicizing the availability of the series of teaching materials[1] and promoting its use in civic classes, social studies and other appropriate courses. Group work agencies, particularly those which emphasize work toward badges or discussion groups, should give consideration to this desire of youth to understand more fully the history and content of laws.

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[1] This series of material developed for different grade levels and with supporting resource material, published by the Law in Society Foundation, 29 South LaSalle St., Chicago, were developed jointly by the Board of Education of Chicago and the Chicago Bar Association, funded under Title I of the Elementary and Secondary Education Act. The resource materials include teachers' handbooks, a casebook for each of the following: intermediate grades, seventh and eighth grades, and high school. Also, there is a High School Civic Problems series on such subjects as Juvenile Delinquency, Crimes and Justice, Consumer Law, Landlord-Tenant and Urban Setting.

F. All public and private institutions should recognize that they must create and maintain more appropriate means of providing opportunities for dissent and confrontation by disadvantaged youth or face more violent methods by these youth for making known their concerns and seeking redress.

G. Youth serving organizations and law enforcement agencies should seek constructive means of involving gang leaders in their program and adapting their programs to meet the needs of these groups of youth.

H. The National Broadcasters Association and the Illinois Association of Broadcasters should develop, in connection with their "code of decency" program, special efforts toward elimination of using entertainment features which concentrate on violence.

I. The Office of Child Development of the Department of Health, Education and Welfare should undertake an educational, promotional, and/or persuasion campaign to secure a reduction in the use of violence in programs developed for children.

J. Mass media, particularly newspaper, and Radio and TV news program editors should be encouraged to make a greater effort to reporting and recognition of constructive and worthwhile activities of youth and a reduction of the sensational and violent action of a minority of youth.

K. The court and legal systems of this state and the nation must reflect the racial balance and concerns of each particular area.

L. All state level committees and commissions should include young people from all over the state and from all racial and economic backgrounds.

SECTION III

THE FAMILY UNIT

THE FAMILY AS A NURTURE BASE FOR THE SOCIETY OF THE FUTURE—OUR CHILDREN

FINDINGS

FUNCTIONS AND CHANGES AFFECTING TRADITIONAL FAMILY STRUCTURE

The essential function of a family unit is to furnish the nurture base for its members which includes provision of food, clothing, shelter, medical care, love, a sense of moral values, a sense of identity and personal worth, mutual trust, protection and an opportunity for each child to develop his individuality and full potential.

Within the past 100 years we have gone through two great changes in living patterns in the United States. In the latter part of the 19th century and the first quarter of the 20th century, our country shifted from a predominantly rural to an urban society, a trend which is still continuing. From a 78 percent farm population in 1900, the 1960 U. S. Census reports only 33 percent of the population remaining in rural farm areas. The second change is a continuing expansion to the suburbs in increasing circles from the locus of the central city. At present, the population of the suburbs is growing five times faster than the population in central cities. In the decade between 1950 and 1960, twenty-one central cities actually lost population, while the suburbs around them grew.

With these massive and continuous shifts in population, the self-sufficient family whose relatives live either with them or in the immediate vicinity, has become almost a phenomenon of the past. Today, most families have moved to their present location from another community and their relatives are scattered all over the country. Therefore, when help is needed in an emergency, there is seldom anyone nearby who can temporarily assume such a responsibility.

In addition, women have been joining the labor force in increasing numbers since World War II. In March 1966, out of a total U.S. population of 72 million women 14 years of age and over, nearly 27 million were working. Among these workers were 9.9 million (37%) who had children under 18 years of age.[1] The obvious implication of these figures is the urgent need for a broad range of child care facilities that will assure suitable care for the children of working mothers. However the increasing number of working women also reflects a growing unavailability of female relatives to help out in a family crisis, even if they do live nearby.

The traditional family unit, therefore, has yielded to socio-economic pressures and in the year 1970 there are not only a great variety of family structures but also many different patterns of living within the traditional unit. In order to provide financial support many two parent families require that the child spend long hours alone and unattended while both parents are out working. Other situations demand that the father travel the majority of the time, thereby creating an essentially one parent family. Frequently the child is reared by a single parent or parent figure, for example: the divorcee, the widow, widower, aunt, uncle, grandparent, or concerned friend.

It is not uncommon to find that the parent figure or figures is outside the traditional social sanctions and his or her status creates legal problems for the child, as, in the case of the unwed mother and common-law parents.

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[1] U. S. Dept. of Labor, Bur. of Labor Statistics: Monthly Labor Review, April 1967.

Social attitudes, too, have reached a point at which child rearing and home making are no longer considered careers of great prestige. It is unusual, indeed, to find a mother who feels no need to apologize for her lack of activities outside her home. It is clear then that socio-economic forces have made the existence of our traditional family structure difficult to achieve for many people. All of these family styles, as well as others not listed, constitute our **de facto** families of today. They represent individual ways of coping with the demands of an urban industrialized society.

Social sanctions and legal attitudes, however, have not made similar adjustments. Our legal system and social values frequently are based on an ever-increasing myth. For example, the ADC law was based on the assumption that the resident father would be capable of supporting his wife and children. Frequently, however, this is not the case. The law fails to recognize that employment in today's world depends on more than an individual's will to work. The state of the economy, his location, his training or lack thereof, his age, the availability of training on the job, union regulations, race and mobility, are but a few of the factors involved. If the father fails to earn enough to meet the needs of his family and looks to society for help under the ADC law, it dictates that he leave his home. In operation then, the ADC law becomes punitive, disruptive and destructive. The original constructive intent is lost.

Just as the economic realities are not understood in the case of the ADC law so is the capacity of the many family styles misunderstood. Too frequently it is assumed for legal or social reasons that a one-parent family is totally inadequate. Witness the plight of the one-parent family or the unmarried parent. Neither the form of the basic unit or "nurture base", if you will, nor the financial support should be criteria for judgment; but rather should it be the capacity to provide an emotional and psychological base.

ESSENTIALS OF FAMILY FUNCTION AND CHANGES WHICH REQUIRE OUTSIDE RESOURCES

I. FINANCIAL SUPPORT OF THE FAMILY

Since the first four items in the essential needs (food, clothing, shelter and medical care) which the family is supposed to provide require money, a look at the present system of financial assistance for those who do not have an adequate income is of first priority.

Both Aid to Dependent Children and General Assistance have the primary objectives of making it possible for the child to remain in his own home with his parents or close relatives despite their inability to provide money needed to support him. However, many of the eligibility requirements, matching formulae or administrative interpretation or policy exclude many children who should be covered by ADC.

In addition, the General Assistance program, which is supposed to cover all those family situations not covered by ADC is not uniform in standards or eligibility and has many weaknesses. One of the most significant weaknesses is the multiplicity of administrative units. General Assistance is financed by the township and local government with State funds if a local one mill tax levy has been collected and the funds are insufficient. These local units are 1436 townships, 17 counties with commission-form government, by the incorporated town of Cicero and by the Cook County Department of Public Aid for the city of Chicago.

Only approximately 80 of these units receive State funds and are thus supervised by the Illinois Department of Public Aid. Local units, not under State supervision, are free to set their own standards and fix allowances for food, clothing and other essentials for the family. Units under

State supervision may not exceed the allowances provided for families receiving ADC. Most of these units follow the State standards for ADC, but they are not required to do so. Units not receiving State funds vary greatly in the extent to which they meet the needs of families. There is also wide variation in services. The township supervisor in many townships is often responsible for the determination of eligibility, the administering of assistance and provision of casework services to the family.

Limitations to meeting the needs of all families with children. In the Social Security Act, Title IV-A, Aid to Families With Dependent Children, and Title XIX, Medical Assistance, are the following restrictions:

A. Assistance is limited to needy children living with their parents, other specified relatives and in foster homes or child welfare institutions if the child has been removed from his own home by court action.

B. ADC for unemployed parent cases has a number of limitations. The full-time earnings of an employed father may not be supplemented even though they are inadequate to meet the family's needs. Unemployment compensation income may not be supplemented, although it is inadequate to meet the family's needs. Assistance may not be given with federal matching funds until the father has been unemployed for 30 days and he must have had employment in certain previous periods.

C. There are earned income exemptions for adults and older children of the first $30 plus one-third of the balance which apply only to recipients of assistance. Applicants do not have the benefit of the exemptions.

D. In Illinois, services to former and potential recipients are limited to demonstration projects in Adams and Effingham Counties since the General Assembly has refused to authorize the extension of services beyond families receiving assistance. This means that day care, family planning services, family life education and social services are available only to recipients of assistance.

E. Title XIX of the Social Security Act established the Medical Assistance program (Medicaid) for needy persons who qualify under a means test. The program in Illinois covers families receiving assistance, families with sufficient income to meet basic needs but not sufficient to cover medical expense and who are otherwise eligible, and the children in foster homes for whom the two State public child welfare agencies have assumed financial responsibility. All needy children might be covered under the Social Security Act but Illinois has not yet had funds to finance this additional group.

F. Categories based on age, blindness, disability or families with dependent children could be eliminated and eligibility based solely on need.

G. The lack of a national minimum standard established by Health, Education and Welfare, which all states would be required to meet, encourages migration in order to get enough money to live on.

H. Federal funds are currently channeled through the public assistance programs for certain services to children which should more logically go directly to the Department of Children and Family Services. These are funds for foster care for children who have been receiving ADC and for medical care for Department of Children and Family Service wards.

The State's limitations to meeting the needs of all families with Public Assistance are:

There are limitations in the State to meeting needs of all families on public assistance which are predominantly relating to matters pertaining to appropriations or restrictive use of state funds to education in high schools and vocational schools with no provision for attendance in other forms of higher education, restrictions on supplementary assistance to under-employed or low income full-time employed, restrictions in the law of ceilings in rent and basic grants and a lack of an appropriation to implement programs to former or potential recipients or to provide preventive, medical or dental care.

Important as finances are to a family's well-being and the growth and nurture of its members, finances alone cannot provide all the basic essentials of the family functions. A family must provide a child with a sense of love, of belonging, of permanence, and of self worth.

No longer can we talk about a small number of hard core families who must draw upon outside resources, for social changes resulting from technology, mobility and urbanization have placed most families in the position of requiring assistance from these outside resources at some period of child rearing.

Families who can provide the finances to support their members comfortably also have to look to outside resources. This requires a new look at the type of available services and the conditions of eligibility.

Strengthening of the parent or parenting person in the future will require services which are: (a) supportive services in time of crisis; (b) supplementary services to assist with those functions which can no longer be provided through family members; and (c) substitute services when the family constellation breaks down or is inadequate to meet the needs of children. All such services should be imaginatively planned and flexibly administered to strengthen the role of the parent or parenting person and to cover the whole gamut of services including health, counseling, day care, homemaker, foster care, adoption, as well as other such services.

II. HOUSING

Inadequate housing is a universal problem. Dilapidated housing is present in all areas of the State, rural and urban. Overcrowding within these units is commonplace, overcrowding of these units is apparent in every city of any size in the State. The problems of sanitation and resultant hazards to physical health are recognized by health workers. Rodent and insect infestation result in serious illness and injury; lead poisoning in children is rarely seen except as result of ingesting plaster and old paint in dilapidated housing. Toxic but subclinical lead levels have been demonstrated in thousands of Chicago children—in 8.5% of those tested from slum areas during 1967. This condition is undoubtedly as common in similar slum areas elsewhere in the State. Physical injury due to improperly maintained buildings, fires with resultant injury and death, asphyxiations of entire families are regular occurrences in substandard housing.

Beyond the serious concerns for physical well-being in such housing is the equally important consideration of the threat to the family's mental health and emotional stability posed by overcrowding and the lack of privacy inherent in inadequate housing.

Housing codes are inconsistent and, in general, poorly enforced. Minimum standards are needed and scrupulous enforcement must be initiated. If there is any one lack which singles out the deprived from the rest of society, it is in this area of inadequate housing and in it are keys to many of the other problems of physical and mental well-being of the family.

The problems of inadequate, substandard housing give root to many ills of society. It is related to difficulties in equality of education and employment. It is related to development of criminal behavior. It is related to the downgrading and "ghettoizing" of our cities.

The number of low to moderate income housing units is far below the need. Racial discrimination in housing does exist and is one of the major barriers to solution of housing problems. Strong measures will be required to relieve these long-standing inequities.

III. COUNSELING SERVICES

Any consideration of counseling service for the family must take cognizance of the rapidly expanding body of data arising out of the newly developed family therapy field. Several research teams, among them Dr. Robert Dysinger's studies at National Institute for Mental Health, "were able to observe that the family functioned as an intricate organism with the various family members involved in mutually interdependent and homeostatic relationships."[1] Such studies, together with the experience of child psycho-analysts and observations of pediatricians treating children with obviously disturbed parents, have generated a tremendous amount of interest in the psycho-pathology of children and families.

Some social agencies have dealt largely with treating the individual. Little attention has been paid to the resistances which developed in the family to significant change in the individual. Consequently, treatment is unduly prolonged, or indeed, ineffective and frequently abandoned. Only in the past twenty years has sufficient interest been devoted to observing and studying the effects of pathology in the family on the development of personality patterns, learning disabilities and frank psychopathology in the growing child and treating the entire family as a unit. Counseling services have expanded tremendously in the State of Illinois in the past ten years. Almost all of these services are geared to the treatment of individual pathology. Child guidance clinics attempted to bridge the gap and have dealt with the parents of children in their care, but this, too, has been fragmentary and hampered by lack of communication between those counseling the child and those counseling the parents. Little effort has been expended in treating the family as a unit.

A matter of great concern is that there currently is no provision in the State for standard setting and regulation on licensing of persons who provide counseling to families. Consequently, unqualified, and even unscrupulous, people have set themselves up to provide counseling services. People in need of services have no way to determine the quality of individual practitioners.

Major emphasis on the family as a unit and as a nurturing body in which our children grow, could well be directed toward interest in providing not only services for those who are ill, but also toward stressing the need for a change in direction of a large portion of counseling services. Many of the proposed social changes may well be considered as essential to the prevention of many serious difficulties brought about by economic and social stress which cause disruption of the family.

It is becoming apparent that all families could benefit from opportunities to discuss normal stresses and strains of the family relationship and of child and family development. This is particularly true for young couples prior to or soon after marriage, and immediately subsequent to the arrival of the first child. Such efforts, whether persons are seen in groups or as individual families, should be considered as programs to improve family life through enriching the family relationship and enhancing the ability of couples to cope with the tasks of family development. This not only applies to couples but also to one-parent families, unwed parents and other family constellations.

Education in the past twenty-five years has considerably lessened the prejudice against securing qualified counseling for emotional problems to the extent that, as counseling services improved in number and quality, the demand for such services has far out-stretched the provision of services, and we have a long way to go before we can come close to meeting the need. These services should be available to all families. New facilities have been provided, but staffing remains a tremendous problem. Recruitment and training of adequate numbers of staff will remain a problem for some foreseeable time, and above all, the provision of adequate funds for well-qualified programs must be urged in all areas.

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[1] Kramer, Charles A., M.D., Psychoanalytically Oriented Family Therapy, The Family Institute of Chicago. 1968.

IV. FAMILY ORIENTED HEALTH SERVICES

Family health counseling involves the total person and includes evaluation of home, financial, social, religious and environmental factors which affect the family. Such services include different types of counseling at different levels of children's development. Quality guidance and follow-up must accompany such counseling and extend throughout the lifetime of the individual.

The life styles of poverty groups often result in separation from society. This phenomenon demands an understanding by the helping professions of the attitudes, fears and suspicions of the people living in poverty in addition to providing for their basic health needs. These families often have complex health, social and emotional problems.

Persons working with people in areas of deprivation must be sensitive to the sociological, anthropological and emotional factors which may interfere with the patient's ability to accept and implement instructions in health care.

Many problems other than basic medical problems also affect the health of the family. Family health counseling not only relates to preventive health measures but also involves a review of health concepts, which begin in the home, such as, dental hygiene, accident prevention in the home, food buying and preparation, household management, consumer buying and credit, sanitation and housing problems. In response to identified health, environmental and welfare problems, this counseling should include interpretation to patients and their families of available community services, and further assist these families in utilizing such resources when necessary.

A. ENVIRONMENTAL HEALTH SERVICES

It is an indisputable fact that every living thing depends upon its environment for its very existence. Life cannot be maintained in a totally hostile environment and the quality of life is compromised by lesser degrees of unfavorable environmental factors.

Man is no exception to this truth, and because of his complexity, indeed may be more affected by imperfections in his environment than are lower animals. Certainly environment exerts an influence upon the physical health of man and animals, but it also influences the mental health of man.

Man has learned to modify his environment; he has been able to transport a favorable environment to the moon. And the environment carried 240,000 miles into space was purer than that in which Illinois families exist daily. In learning to manipulate our environment, in clustering together in communities intended for our common good, we have produced side effects which pollute the environment and reduce or overwhelm nature's ability to restore its purity.

The environment consists of basically three essential elements from which we extract life, namely: land, water, and air. The control and proper use of these elements may determine whether we live or die, and certainly determines the quality of living. The control of environment involves seven areas. A number are overlapping. These are air, water, food, shelter, waste disposal, control of natural hazards, and control of man-made hazards. Each of these affects the health and well-being of families. Each is of major importance to the community, but the first three are of such absolute need for survival that they deserve special comment.

Air. Among the elements of the environment, air is the one without which man can exist only minutes. Air is capable of carrying many noxious products which can affect our health and even cause death. Our modern industrial society and its automotively-oriented people have made air pollution a serious health problem. The smog which covers industrial areas, although at present only occasionally producing acute illness, is thought to contribute to chronic illnesses. It is an added stress on those who have pre-existing disease as well. There is recognition of this problem in official circles and beginnings of attempts to control air pollution are in effect. Air pollution knows no boundaries so the control mechanism must be given power to act on a regional and interstate basis.

Water. Water, like air, is essential to life and survival without it is limited to only days. Water also becomes a vehicle for carrying deleterious products to man. Bodies of water are also a ready means used to carry away waste. This combination of uses has produced much disease and death. The bacterial contamination of the past has been recognized and combated, but chemical pollution is now a problem. This concern is also recognized nationally and Water Pollution Control agencies are coming into existence. Again, these must be able to function across political boundaries to be effective.

Delivery of an adequate supply of clean water to the family dwelling is a goal to achieve. Many families in Illinois do not have indoor water supply of safe quality and adequate amount. Studies have indicated that there is a relation between the prevalence of disease and proximity and availability of water for both consumption and sanitation.

Food. Standards for food preparation, packaging, distribution and serving are fairly good on a national level and in large population areas. However, much of the State has no local inspection or insurance of quality and purity in food production and distribution facilities.

B. PHYSICAL HEALTH

The health of each individual member affects the well-being of the total family unit. Consequently, early and accessible health services are of prime importance to the maintenance of good health. These services should be family oriented and the system for delivery must be close enough to the family members so that they may make full use of them.

Under Illinois' Statutes, the Illinois Department of Public Health is given the responsibility for the development of public health services throughout the State. In the Federal Social Security Act, maternal and child health services must be available in all areas of the State by 1975 for those agencies using federal funds. However, the legal authorizations and the availability of these services are far apart. Presently, 32 counties have a full-time health department, and many of these have very limited services. 23 counties have a referendum type of department with very limited service such as one nurse to provide for Medicare services only. In eight counties, interest has been shown in developing a county health department, but none exists. In 39 counties there seems to be little possibility of the early establishment of a full-time health department. One element of difficulty is that the responsibility is given to the Illinois Department of Public Health but it has no authority to establish and operate a county health department without a successful referendum by the local voters.

If every child could be examined who exhibits in his personal behavior or family history any unusual conditions or adverse incidents that might lead to poor growth and development, this would enable much earlier amelioration of problems and limit the amount of irreversible damage when the age of the child or the duration of the handicap is a significant factor.

If we are to prevent serious damage to children, early detection of existent or potential pathology must occur in prenatal clinics, in well-baby clinics, in hospitals and in pediatric offices. Family counseling, guidance and education, and various supportive services should then be made available. Such services are essential during the first three years of the child's life to forestall later problems.

One of the serious health problems in Illinois is the lack of dental services. Although the Social Security Act specifies programs for dental care of children, Illinois falls far short in its implementation. 15 of the County Assessment Committees reported the need for a dental health program. One part of the problem is the inaccessibility of dentists due to the shortage or absence of dentists in some areas of the state or because they are unwilling to accept some children as patients, such as, public assistance, mentally retarded or migrant children.

There are innumerable unwanted pregnancies in the United States annually. Many of these occur in the uninformed, in rape situations, and in the mentally retarded. From available figures, and estimates added to these figures, there are 200,000 to one-million abortions performed illegally annually in the United States. Due to economic factors, abortions are available to the pregnant female in the middle and upper income strata, but not available to those women in the lower economic classes. Many of these women consequently resort to illegal methods, including self-inducement, to obtain an abortion. Frequently the end result of these illegal procedures is permanent injury or death to the patient.

Even in the illegal approach to abortion, two levels of medical care exist. There are those women who can afford an abortion under safe circumstances by competent personnel, and those who cannot.

MINORITY OPINION—See Recommendation IV-B-7 for names

> **Some of the arguments for liberalization of abortion laws are being proved to be emotional rather than factual. A preliminary study of the statistics of Colorado and other states which changed their statutes on abortion have shown that the rape, incest and mental cases are few or non-existent. A further investigation of English and Japanese figures on abortion indicate that often the bad results outweigh any so-called benefits which might otherwise occur. Many psychiatrists there are beginning to admit that post-abortion mental cases are on the rise. Recently the head of St. Louis University Medical School, O.B. and Gynecological Department, has stated there must be a re-evaluation of the alleged facts on abortion before other states change their laws. Abortion on demand seems to be the big reason behind the push to alter the statute. This is a dangerous precedent. Children should be wanted, but the emphasis on abortion we feel is not the place to begin to make children wanted.**

Every year there is much tragedy, suffering and even death caused by abortions performed by unqualified individuals. To many people in our society, an abortion is not a moral issue but rather is a way to prevent future tragedy, the tragedy of an abnormal child, the unwanted child, and myriads of other situations leading to misery and human suffering. Abortion is a criminal offense under present Illinois law and the woman acting in what she considers the best interests of herself is marked as a criminal. Voluntary termination of pregnancy as a medical procedure by a licensed physician in a licensed hospital would reduce deaths from illegally performed abortions by non-physicians and from self-induced abortions.

The prevalence of unmet health needs constitutes a menace to our society. Ranging over such areas as the need for improved administration and management of existing programs, enforcement of regulations, serious shortage in manpower, services offered being too limited or restrictive, availability of services being spotty, nonexistent and/or not within the reach of certain groups, improvement and/or expansion of health services was listed as a need by 99 of the 101 County Assessment Committees. Their reports indicate that existing health services are insufficient to meet the needs of families and children in their counties; that there is need for more locally based dispensing centers and/or improved coordination of health services with other local and state programs.

The lack of preventive programs to protect the growing infant and child from the development of serious physical and emotional handicaps is apparent throughout the state. Preventive health services such as health education, genetic counseling and screening for deviations in the physical and emotional growth and development of the infant and child, including vision, hearing, dental conditions and behavior patterns are necessary to provide a basis for good health for the citizens of Illinois.

Access, by community agencies, to much better statistical information is needed. It is almost impossible to obtain necessary factual information in the health field as it is in other welfare areas, both at the public and private agency levels.

In the collection of vital statistics, it is important that safeguards be provided to protect parents and children. Birth certificates, other than a short form, provided to children and their parents for purposes of school admission often indicate the child's illegitimacy because only one parent's name appears on the document. This information is not relevant to the purpose for which the document is required. Too frequently, under our present system, the marital status or identity of parents is used for the purpose of discrimination and disadvantage of the child. The information is necessary as vital statistics but there should be safeguards on its use. It should be made available to serve the best interests of the child or children.

C. MENTAL HEALTH SERVICES

In Illinois, as throughout the nation, during the past decade, major efforts of mental health professionals have increasingly turned toward community mental health concepts aimed at prevention and early detection of disabling mental disorders and mental retardation. It is widely recognized that mental health services for children and young people must encompass a broad range of family-centered programs which necessitates close cooperative and collaborative relationships with all community agencies. The Department of Mental Health has emphasized the need for community recognition of problems involving mental illness and mental retardation and has stimulated a great deal of local interest and concern.

One of the crucial areas for attention is the need to disseminate more widely and effectively the advanced knowledge of good mental health concepts and practices so that those persons who are at the first line of approach by families, such as teachers, ministers, physicians and lawyers may incorporate good mental health practices in their contacts with parents and children and help parents understand and accept these concepts and apply them in their family living.

However, direct mental health services for children have not kept pace with the needs and are not available in many parts of the State. There has been an erosion of seriously needed outpatient services for children in the Department of Mental Health with the termination in June 1966 of the regionally based clinics of the Institute for Juvenile Research. Although the highly specialized and experienced staff members of the Institute were re-assigned to the six downstate zones, they were frequently diverted to community organization tasks. The direct clinical services, collaboration and case-related consultation provided to agencies, courts and schools have decreased and there is widespread criticism that the Department of Mental Health tries to tell other agencies what they should be doing rather than developing the outpatient, hospital and residential care facilities which are seen by communities as a major responsibility of the Department of Mental Health.

The two most serious gaps in direct mental health services for children and adolescents throughout the State are:

1. family centered outpatient services which provide treatment and counseling for families as well as diagnosis. Such services are essential to buttress the care of emotionally disturbed and mentally retarded children who could remain in their own homes, foster homes or child care facilities such as group homes and small residential facilities under the aegis of both public and private child welfare agencies. In the **Study of Emotionally Disturbed Children**[1], the Illinois Commission on Children reported that a gross lack of available community services, especially outpatient clinics, had contributed to inappropriate institutionalization and/or prolonged stay in state hospitals. Services for families who are intact and can be helped to deal with the problems of their children also should be stressed.
2. residential care for seriously emotionally disturbed and mentally retarded children. Such has not been adequately provided in Illinois.

Even with good supporting services to families, a significant number of emotionally disturbed and mentally retarded children need various kinds of residential care. These resources are insufficient to meet the need and frequently are far from where the child lives.

The Department of Mental Health on June 18, 1969,[2] was caring for 2,725 mentally retarded children under 18 years of age in its five State Schools, Children's Centers and the Illinois State Pediatric Institute. As of August 30, 1969, there was a waiting list for residential care in the Department of Mental Health's facilities for the mentally retarded of 2,856 applicants under 21 years of age. Of these, 583 are under 6 years of age. Of the total number on the waiting list 1104 are in private facilities on individual care grants administered by the Division of Mental Retardation of the Department of Mental Health.

Although some children are being placed in a few private facilities in Illinois, there is an alarming trend toward placements as far away as California, New York or Florida by the Department of Mental Health as well as the Department of Children and Family Services. Individual care grants have been available through the Division of Mental Retardation of the Department of Mental Health since 1961. In July 1969, 401 mentally retarded children were in residence in 55 out-of-state facilities. In July 1966, only 34 mentally retarded children were reported to be in 16 out-of-state facilities.

The Department of Children and Family Services reported on March 30, 1969, there were 276 children in out-of-state placements in contrast to 131 on June 30, 1966. The majority of these children had significant degrees of emotional disturbance or mental retardation which required psychiatric, psychological and/or medical resources which could not be secured in Illinois.

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[1] *Study of Emotionally Disturbed Children* by Interdepartmental Committee on Children and Youth, Illinois Commission on Children (1967) p. 69.

[2] *Monthly Statistical Report* (August 1969), Illinois Department of Mental Health.

The Department of Mental Health has increased its in-patient facilities with special units for children and adolescents in State Hospitals and Zone Centers in the past decade. On June 18, 1969,[1] the Department reported that there were 714 patients under 18 in seven Zone Centers, 12 State Hospitals and the Illinois State Psychiatric Institute.

The Welfare Council of Metropolitan Chicago[2] reported in June 1966: The number of Chicago area children in Illinois State Mental Hospitals quadrupled between June 30, 1955, when . . . "there were about 92 under care and 1967 when there were 380." Although there are no comparable statistics for children in voluntary and proprietary hospitals for the same period, the Welfare Council also reported that there were 105 children in non-governmental hospitals in 1967.

Inadequate communication and lack of understanding between the different professions and between agencies, both public and private, serving families and children, have contributed to a dissipation of efforts which prevents children from receiving the help appropriate to their needs. When the treatment of children is based on the diagnostic label rather than common objectives and goals based on treatment needs, children become the helpless victims of the inter- and intra-departmental, inter-agency and inter-professional jurisdictional disputes.

Many of the neediest children are being denied services in Illinois because the few available resources including those of the Department of Mental Health, tend to pick and choose those they believe most amenable to treatment rather than assuming responsibility for development of facilities and programs for those children and adolescents who are desperately in need. There is a tendency to find them "not fitting into the program" or "too sick" for the services which are provided. These are primarily: (a) children whose families are so disturbed and disruptive that the child cannot remain at home if his problems are to be alleviated, and (b) children whose behavior patterns are so disruptive that they are unmanageable at home or school or in the communities in which they live.

It is essential that a broad range of mental health programs be developed so that there is effective collaboration of all agencies, public and private, which will eliminate the denial of needed services which result from diagnostic labeling of problems which are imperfectly understood.

V. HOMEMAKER SERVICES

Homemaker Service has been defined as one of the family supportive services and traditionally has been utilized by health and welfare agencies to preserve a family's functioning during a period of crisis when the mother is unable to carry out her usual role. The homemakers are carefully selected, mature women who are experienced in child care and household management. They have chosen this career out of their interest and concern for people who need help and they work in cooperation with agency social workers to carry out a comprehensive plan tailored to meet the needs of the individual client. Homemaker Services assist in solving a wide range of problems and may include the placement of a qualified homemaker or a family aide, housekeeper or homehelper in the home. Homemaker service provided at the onset of a critical situation has come to be known as an early line of defense in preventing family breakdown. This kind of help is needed by families regardless of their income.

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[1] *Monthly Statistical Report* (August 1969), Illinois Department of Mental Health.

[2] *Uprooted Children 1957-1967*—Chicago Welfare Council of Metropolitan Chicago (June 1969) pp. 36-37 Table 15.

In addition to playing the role of a mother substitute during a mother's temporary absence from the home, a homemaker may be placed with a family in a supportive role with the mother in the home. Sometimes such a homemaker may enable a mother to obtain medical treatment on an outpatient basis. Very often the help of a homemaker, assisting in an informal, friendly manner, encourages a mother to develop her own latent abilities and skills in child care and home management. As an integral member of the service team, the homemaker would provide assistance in identifying and understanding problems which hamper the smooth functioning of the family. The homemaker would also be able to help in orienting the family to other community organizations for meeting needs of normal and crisis ridden families. Specific and concrete help could be offered in areas of mutually agreed upon need such as sewing, mending, meal planning and consumer education.

Mothers who are tied to the home due to the unavailability of suitable child care arrangements, perhaps because of a seriously handicapped or disturbed child, may need Homemaker Services for brief periods to enable her to keep appointments with teachers or doctors, to attend parent meetings or to participate in some other growth producing venture outside her home. In such instances, a homemaker could be available to more than one family per day, so that actually a number of mothers could be helped to find relief from the constant demands made upon them by their children. This, in turn, would greatly enhance their ability to respond to their children in loving and giving ways.

At the other extreme of the wide range of presently unmet needs is emergency homemaker service that would be available on call on a 24 hour basis to persons needing her help. The emergency service is intended primarily to provide capable child care in situations where danger to the safety and well being of children appears imminent. Such situations might include the care of children who are found to be without adult supervision late at night and whose parents cannot be located; the care of children whose parents have been removed from the home by a sudden illness or other emergency; and the care of children who have been left with immature or incapable persons who are unable to cope with a serious emergency. The dual purpose of this service is to provide for the protection of children and to prevent family break-up and separation resulting from parental neglect.

Until now, howemaker service has been regarded primarily as a temporary plan. However, serious consideration needs to be given to the value of placing homemakers on a long-term basis as a child care plan to the motherless family. Both from the point of view of financial cost, and even more importantly, human values, it would seem that a homemaker placed to help a father raise his family, might hold numerous advantages over a plan that would involve splitting up the family and placing the children outside the family.

VI. SHELTER CARE SERVICES

Shelter Care can be defined as temporary care given to a minor in a physically unrestricting facility outside his home pending his return to that home or other placement for longer term care. Although Shelter Care may be planned as a response to an anticipated short term need, it is more frequently sought in a crisis situation with the request initiated by the court or by the police for children who are neglected, abused, exploited, lost, or abandoned.

Although good shelter care is an essential part of a community network of resources for children and their families, it is frequently misused because of inadequate preventive and protective services. "Preventive services" is used here to denote all of those community services geared towards preventing family breakdown and the placement of children; and "protective services" to mean those specialized services which are in behalf of children who are abused or neglected by their parents, which are usually initiated on the complaint of a third party, and which are offered whether or not the parents are aware of the need or voluntarily request help.

Because of inadequate preventive services, children sometimes move into shelter care before other alternatives (such as, boarding with relatives or the use of a homemaker) are exhausted. Tragically, too, parents sometimes feel they must seek court involvement, or even abandon their children, in order to get the help they need. They are either unfamiliar with services available on a voluntary basis, or because of agency staff shortage they have not been served.

Shelter Care used as part of protective services usually involves court action. It is essential that the legal rights of parents and children are protected. It is equally important that planning and care reflect good social work practice. Shelter Care facilities should not be operated by the court but by the public agency charged with the care of dependent children, the Illinois Department of Children and Family Services, or by private agencies licensed by them.

Successful shelter care has three components: (1) good physical care for the child in an environment which will meet his current needs, (2) sound and sensitive psychological care to help the child cope with the trauma of placement and the probable crisis which preceded it, and (3) prompt and careful assessment of the child's life situation so that his return home or replacement is not delayed. Generally children should be moved on within thirty days and ninety days should be the maximum length of stay. Children should not be moved arbitrarily or because the space is needed, but because a suitable long term plan has been worked out.

Facilities for shelter care vary throughout the state and because of the lack of adequate resources children in need of this service frequently are housed with delinquent children, kept overnight in jails or police stations, hospitalized not because of illness but to provide them a bed, or taken home by police officers.

In order to meet the needs of children regardless of their age or circumstance, Shelter Care should embrace a variety of resources including foster homes, subsidized foster homes which are paid to hold space for emergencies and accept children at all hours, and group care facilities.

Since shelter care is frequently needed at times of emergency, it is necessary that both adequate casework service and a placement resource be available on a twenty-four hour basis, seven days a week.

VII. FOSTER CARE OR ADOPTION SERVICES

In its broadest sense, foster care can be defined as an attempt to provide an adequate substitute nurture base for children who cannot be cared for by the parents to whom they were born or within the matrix of that original family. A sound network of such service is necessary both to support a natural family at such times as it temporarily cannot care for a child within its structure and also to provide a long term substitute for children whose original family will never function as such for them.

Three essentials for sound foster care service are: (1) adequate professional service to assist in assessing the need for such care and in exploring other alternatives, (2) a reservoir of foster families or foster care facilities so children can have one that meets their needs, and (3) casework services designed to help the child, the natural parents, and the foster parents or institution deal with the unique problems of the foster care situation.

Clearly services geared toward strengthening the parental figures must be available for **both** the natural family and the substitute family but it must be determined what the goal is in each case: return of the child to his natural family, his adoption by some other family, or maintaining and integrating him in the foster care program. The failure to recognize the importance of this decision and/or the lack of casework time to make it for each child has resulted in many children being raised in ongoing confusion, unclear as to their future and unable to make a meaningful commitment to any family or, ultimately, to any person.

The limitations in our current foster care programs should be apparent. Some children are removed from families because the other supportive services the family needs to function adequately are either unavailable or not fully utilized or because the placement decision is made by people who are neither committed to the preservation of family life nor aware of the trauma and limitations of foster care. By the time many children come into foster care they are severely damaged emotionally and they need either extensive rehabilitative services to supplement the foster family's care or they need a special kind of foster care setting because of serious impairment in their ability to function within a family unit.

The dearth of foster homes and diversified institutional facilities, means that decisions about where to place are generally based on availability rather than suitability; that children are being deprived of foster care because of the accident of geography, color, or the circumstances that dictate the need; and that foster parents or institutions are being asked to take children, both in kind and number, which extend their limits beyond the point where they can function effectively. Further, foster families usually lack community status, reimbursement, training, and professional counsel. Natural families often do not get the help they need to reconstruct their families, to release their children for adoption, or to be positively involved in the life of their children who grow up in foster care.

Any blueprint for future foster care services should include adequate screening to prevent unnecessary placements, a wide range of foster care resources and a more discriminating use of a given family or other foster care unit (which implies larger payments to families, expansion of training programs for foster parents, and development of a variety of special family and group settings), intensive casework service during the initial placement period to determine the goal of the placement, increased attention to the unique needs of foster children and the families in which they may be growing up (including group contact among foster children and foster parents), and a more honest attempt to help the natural parent accept parental responsibility in decision making if not in child rearing.

Adoption may be viewed as one point on the continuum of foster family care. Adoption provides greater security and a better base from which to derive one's identity than do other kinds of substitute family care. For those reasons, it ought to be considered for any child who can function within a family setting and whose natural family is no longer meaningfully involved in his care. While the legal rights of natural parents must be guarded, every effort must be made legally to free all children for whom adoption is appropriate.

It is of the utmost urgency that we move toward a society in which there is a greater priority placed upon the importance of the individual, be he black, white, red or yellow, rich or poor, Catholic, Protestant, Jewish, Buddist or of a particular nationality. Adoptive parents who are willing to move across the lines as established by society must be mature people dedicated to this ideal and cognizant of the additional problems and the infinitely greater rewards. The crossing of racial, economic, religious or national barriers for adoption could be a major aid in moving our society toward a more healthy condition.

The task of adoption programs is to find adoptive homes for children, to expedite their placement in these homes, and to provide the additional support such new families may need. Such support may consist of financial assistance (subsidized adoption), casework counseling, and group meetings of adoptive parents. The adoptive family need not follow the biological model. As adoptive units are constructed in non-traditional ways (i.e., trans-racial placements, single parent adoptions, simultaneous placement of non-related siblings), it should be recognized that because these new families are significantly different from the community norm they may experience both internal and external stress which may make necessary additional supportive services.

The legal status of children relinquished for adoption is not clear. Although an unmarried mother irrevocably surrenders her parental rights to the child, it is not until the hearing of the adoptive parents' petition that the rights of the biological parents are terminated by a court.

The legal requirement for the child to be served a summons to all court actions in his behalf is costly, cumbersome, and often violates confidentiality, as when a child's original name is called out in the presence of the adoptive parents. Confidentiality is further violated by the common practice of revealing the child's original name to the adoptive parents when they sign the petition to adopt, by giving the adoptive parents copies of documents containing the child's original name, or by publishing the names of the biological parents, child, and adoptive parents in the legal notices of a newspaper. These practices are contradictory to the spirit of the Adoption Act which provides for the impounding of records.

The prohibition in the Adoption Act against any reference or implication of the child's illegitimacy makes it difficult to establish that the mother is the sole parent under the law.

Many children are not offered sufficient protection against unwise adoptive placements because of this State's permission of nonagency adoptive placements. Attorneys, physicians, or ministers, though well-intention, may not have the time or skill to assess adequately the adoptive applicants' motivations and capacities for parenthood. According to the Child Welfare League of America, 4,770 of all nonrelated adoptions completed in Illinois resulted from placement through independent sources, one of the highest rates of independent placement of all States.

VIII. DAY CARE SERVICES

Day care refers to a wide variety of arrangements for the supervised care of children away from their homes, for part or all of a day, when parents or guardians are obliged or wish to delegate responsibility for their care. Day care includes those organized programs which supplement the parental role in providing the care, protection, and experience essential for the child's healthy development.

This definition recognizes that a good program of day care requires diversified facilities. Care may be given in a group setting or on an individualized basis as in family home day care. Regardless of the setting, day care purposes are dual—providing care and protection to children outside their own homes for a major part of the day and meeting their developmental needs for physical, emotional, and intellectual growth.

The last ten years have produced a growing acceptance of day care services as an essential segment in the continuum of services which support and supplement fulfillment of the parental roles. Although the first permanent day care center in the United States was established in 1863, to care "for the children of women needed to manufacture soldiers' clothing and to clean in hospitals," growth was slow, but constant, until the national crisis of the Great Depression when, through the Works Projects Administration, many centers were established as a means of providing employment for teachers, nurses, nutritionists, etc., and providing a healthier environment for children from low-income families.

A second national crisis, World War II, with its tremendous increase in the need for manpower resulted in a systematic national effort to shift women from homes into factories and other employment. Grants of federal funds were made available to states to help establish programs for extended school services and to set up day care centers for children of working mothers. These federal monies were withdrawn in 1946, and a sharp contraction of day care facilities was an immediate result. Since World War II, the nation has again experienced slow but constantly growing concern with the need for day care services, particularly because the working mother has proven not to be a transient wartime phenomenon, but a firmly established, normal part of the American scene. Amendments to the Social Security Act in 1962 and 1967 with their potential for again infusing federal monies should provide impetus for further development of day care services.

The significance of this historical summary is that widespread support of day care facilities did not result primarily in response to the needs of children, but in response to the needs and demands of adult society—to increase job possibilities during the Great Depression, to increase the availability of manpower during periods of critical labor shortage such as occurred during war periods. The 1967 amendments to the Social Security Act continued this pattern with their emphasis upon the availability of day care services as a prerequisite in removing persons from public assistance (ADC) rolls through training and employment.

Day care services may be required for economic, social and developmental reasons, such as illness on the part of the parents, instability in the family, inadequate and crowded housing, working mother, developmental needs or problems of the child, need for a constructive group experience, opportunity for social and cultural enrichment for parent and child.

As a practicality, day care is used most frequently to care for the child of the working mother. Over the past fifty years the number of working mothers has increased. This trend is expected to continue because the factors that account for the change continue to operate. Some of these factors are:

1. Shift from a rural economy to one in which the family depends more and more on a cash income.
2. Increased demand for workers in wholesale and retail trades, transportation and communication, government agencies, and service industries.
3. Increase in percentage of women with educational backgrounds which permit taking advantage of employment opportunities in the changing job picture.
4. Child bearing completed earlier in women's lives.
5. Changing attitudes toward acceptance of mothers' working.
6. Availability of goods and services (including labor-saving equipment) commercially.
7. The ever-rising standard of living and its pressure for an increase in family income.

A critical need for day care services for children of working mothers exists in all parts of the nation. It is emergent in large urban areas. Surveys in city after city reveal not only an insufficient number of suitable resources, but the more deplorable fact that the facilities which do exist are seldom located in areas where there is the greatest relative need.

In the Chart Book, "The Nation's Youth" published by U.S. Children's Bureau in 1968, the following data were listed—

> "In a 1965 survey of working mothers with children under 14, 86 percent gave reasons for working that were classified as 'economic.' The proportion of working mothers is relatively large in husband-wife families with school-age children and annual income between $3,000 and $5,000; without the mother's earnings, many of these families would probably be below the $3,000 level. Of course, some working wives have husbands who are not working. A greater proportion of unemployed than of employed husbands had wives in the labor force, according to a Special Labor Force Report for 1965.
>
> Only 15 percent of the mothers of children under 6 whose husbands earned $7,000 or more were working in 1965. In families with the same income but with children between 6 and 17, over twice the proportion of mothers worked (34 percent). In husband-wife families with preschool children and with annual income under $7,000, the proportion of mothers who work differs little from one income level to the next. One-third of all mothers with children under 18 are working now, compared with only one-fifth in 1950. The sharpest proportional increase in working mothers is in families with two wage earners. From 1950 to 1965, the proportion of working wives in families with children under 6 nearly doubled; in families with school-age children it rose from 28 to 43 percent.
>
> Among women who are family heads, the proportion of working mothers has changed relatively little over the last 15 years, but it is still much higher than the proportion in husband-wife families. Even when there is no husband in the home, mothers of very young children are less likely to work than mothers of school-age children (48 vs. 65 percent)."

The County Assessment Committees for the White House Conference gave a high priority to additional day care services. 36 counties made specific recommendations for increased day care services. These counties were located in all geographical sections of the State and included highly urban, industrial, suburban, semi-rural and rural counties.

Current concern about the steady increases in numbers of recipients of Aid to Dependent Children has resulted in focusing the attention of legislative bodies upon the inadequacies in day care services and facilities. Requirements of the Social Security Act are clear in their intent to move ADC recipients from "relief" to employment. To do so will require day care for the children from the families involved.

Focusing attention solely upon day care need in relation to working mothers may, however, tend to divert planning efforts away from the valuable contributions a sound program of day care services can make toward solution or alleviation of other problems which threaten healthy family life. For example, children with mental, physical or emotional handicaps often present an unusually heavy burden for parents. Relief to the overburdened mother during part of the day may be sufficient to alleviate the necessity for institutionalization of the child. Additionally, good group care provides an opportunity for normal peer contact rather than the isolation from normal activities which otherwise prevails so often.

When the parent-child relationship is disturbed, day care may be used to offer temporary relief. The relief of constant stress permits reorganization of family relationships in a more positive direction.

Day care, by supplementation, operates to support parents' ability to care for the child, and by reduction of tension and conflict, increases the possibility that the child might be maintained in his own home.

In some instances, day care may be used as an alternative when homemaker service is unavailable or inappropriate.

Day care facilities have been used effectively as a remedial measure for a seriously deprived home environment.

These examples of needs which may be met with day care services underscore its preventive value. It acts to prevent:

1. Break-up of families.
2. Separation of children from their parents.
3. Increased dependency on public aid.
4. Dangers and hazards to children.

Emphasis should be placed on good day care services for preserving and strengthening family life. Unfortunately, to many who make public policy on day care, the term is synonymous with child-watching rather than child caring with its important aspects of program geared to healthy growth and development.

IX. THE JUDICIAL PROCESS IN RELATION TO FAMILY AND CHILDREN'S PROBLEMS

Much attention has been focused recently on needed revision of our current practices in handling family situations and minors brought to the attention of the Court. Since minors (under 21) may be brought, under varying circumstances before the Juvenile Court, Magistrate, or any other branch of the Circuit Court, there is an urgent need for a clearer distinction between the legal and administrative (social) functions of the Court. In the first half of the 20th Century, Illinois had no common decentralized social services in the 102 counties of the State with the exception of the County Departments of Public Aid. Until 1963, when the Department of Children and Family Services was created as a result of the 1960 White House Conference on Children and Youth, there were no basic public child welfare services in the State. Consequently, the courts dealing with juveniles (defined in the Juvenile Court Act as girls under 18 and boys under 17), in the interest of social justice and the best interests of the child, were given many functions by the legislature and assumed others which were of an administrative rather than a judicial nature.

Some Juvenile Courts also played a central role regarding dependent and neglected children because these Courts administered county boarding funds which subsidized the cost of foster family care and institutional care in voluntary agencies. These funds were not available without legal action in the Juvenile Court so that many children for whom legal action was otherwise unnecessary had to go through the Court. This was the State's efforts to fill the gap which existed due to a lack of local social services and resources.

However, with the beginning of a new State child welfare service in January, 1964 and a decentralization by district offices to provide services closer to areas of need, many people, including the judges of the Court, began examining the conglomeration of functions which had evolved in the Court because of expediency. **The first major issue** was that children should not be brought to the Court for financial reasons alone. This was partially corrected in the Revised Juvenile Court Act in 1965 when a Section was included specifically prohibiting the filing of a dependency petition of a minor for financial reasons alone.

A second major issue was the placement and supervision of children in adoptive or foster homes or institutions. In 1964, an effort was made to amen dthe Juvenile Court Act, to limit this practice, but the degree of understanding and recognition of the validity of this separation was not sufficient to obtain it. Educational efforts and discussions have continued for five years on this point, and many judges are moving to a voluntary practice of referral of all such cases, where no legal wardship is necessary.

For Juvenile Courts to carry these non-judicial responsibilities saddles courts with inappropriate functions thus robbing them of sufficient time to expend on cases of delinquency and guardianship which are properly the Court's domain.

In some communities, certain non-judicial functions have by mutual agreement already been transferred to the State Department of Children and Family Services, e.g., in the Cook County Juvenile Court, children who appear in need of institutional or foster family care are referred by the Court to the Illinois Department of Children and Family Services which takes responsibility for finding and purchasing service for these children.

A third major issue was the separation of the adjudicatory and dispositional phases of the juvenile hearing so that no child was inserted in the criminal process without a clear finding that the Court did in fact have jurisdiction. This, too, was clarified in the Juvenile Court Act Revision of 1965. The Criminal Code makes it impossible to try a child under Criminal law until he is 13 years of age. An effort was made to increase this age in the Juvenile Court Act to 16 years and give responsibility of determining the cases which should be waived for criminal prosecution to the Juvenile Court Judge. However, strong opposition of the Illinois Association of States Attorneys defeated this effort and it is the State's Attorney who makes the decision whether a child between the ages of 13 and 17 for boys and 13 and 18 for girls is proceeded against in Juvenile or Criminal Court.

A fourth major concern was, and is, the provision of an adequate and readily accessible diagnostic and social investigative machinery which would provide the Court and the State's Attorney's office with pertinent data on which to make sound and realistic judgments at each step of the judicial process. The Report of the Committee on Youthful Offenders of the Commission on Children (1969) and the Report of the Council on Diagnosis and Evaluation of Criminal Defendants (1969) emphasizes this need.

The following excerpts are from the Report of the Council on the Diagnosis and Evaluation of Criminal Defendants:

"Punishment is no longer accepted as the sole aim of criminal justice. While in practice punishment has not been displaced entirely as the objective of corrections, it is generally held that if justice is to reduce crime, crime reduction is dependent on effective control by police, discerning decisions by courts and effective programs of rehabilitation of persons convicted of an offense."

"While the individual is still held responsible for his acts, crime and delinquency are seen as symptoms of the failures and disorganization of the Community as well as of the offender. They have their roots in the lack of sound family life, inadequate education, unemployment, limited recreational opportunities, etc."

"An effective program of control deterrents, reform and rehabilitation cannot be developed without comprehensive information about the individual offender consistent with the importance and complexity of the decision to be made at each step in the criminal-justice-correction process. The measures taken by the police, the prosecutor, the judge and the administrator of a correctional program will vary radically depending on the motivation and circumstances leading to the offense. The ultimate decision as to the disposition of each case should be based on a careful review of the social, psychological, as well as the legal factors involved."

An excerpt from the Committee on Youthful Offenders of the Illinois Commission on Children had a similar final conclusion:

"America's best hope for reducing crime is to reduce juvenile delinquency and youth crime, however, accomplishment of this objective will require major reorganization and re-emphasis in the system under which we operate in Illinois, accompanied by the difficult relinquishment of long-cherished methods of dealing with offenders, an honest admission that some current programs encourage recidivism and set youth in the criminal stream and the recognition that the youthful offenders population in institutions generally is composed of those whose education and socializing experience represents a failure of all of society's institutions that affected them prior to their commitment."

A fifth major problem dealt with the improper detaining of children and for extended periods of time. Also the terms "shelter care" and "detention" were used interchangeably and so dependent and neglected and delinquent children were all being housed together. Some children were kept in jail. The Revised Juvenile Court Act spelled out the difference between shelter and detention care and set up safeguards as follows: Shelter care means temporary care of a minor in physically unrestricting facilities pending Court disposition or execution of Court Order for placement. Detention means the temporary care of a minor who requires secure custody for his own or the community's protection in physically restricting facilities pending disposition by the Court or execution of an Order of the Court for placement or commitment. A child may not be held in detention longer than 36 hours exclusive of Sundays and legal holidays without a detention hearing to determine if he should be further detained.

> "No minor under 14 years of age may be confined in a jail or place ordinarily used for confinement of prisoners in a police station. Boys under 17 and girls under 18 years of age must be kept separate from confined adults and may not at any time be kept in the same cell, room or yard with adults confined pursuant to the Criminal law."

A sixth objective is the diversion of minors from the judicial stream so as to refer to other rehabilitation resources where the protection of the individual and society may better be served.

A large number of family type matters which are coming to the attention of Courts could be diverted from the Court process if Social Services were available to provide remedial and preventive services to individuals whose personal, social, legal and economic problems adversely affect wholesome family living. Counseling through Court Social Service staff and their use of appropriate community resources could help to remedy many family difficulties without resorting to Court action. Court Social Service staff could facilitate early detection of social ills threatening the welfare of children and the stability of the family thus preventing further difficulties, breakdown in the family and disorganized living.

The preventive and correctional process begins with the first contact between an individual and the police, and may not end until it culminates in dismissal from probation or parole. Between these two poles is a host of decision points and alternatives for which a program must exist to facilitate sound decisions at each of these levels: whether to arrest, whether to detain in jail, whether to try in court and on what charge, whether to defer prosecution, whether to defer judgment or disposition, whether to place on probation, to fine or to commit to institution, where to institutionalize, for how long and under what conditions, when to parole, and when to terminate parole. Unfortunately for the youthful offenders, these various decisions are made almost independently at each level. The only person who experiences all of them is the offender, who is inserted in the process and goes through it all the way. This is in spite of the fact that whatever choices of discretion are made at any one level have organizational consequences at all of the other points. For example, a decision to divert more youth at a pre-trial level will require additional supervising staff. A decision to release more adjudicated youthful offenders on probation is very likely to mean that those who are institutionalized may likely be the least promising of all offenders for rehabilitation. Therefore, the impact of these choices will be noticed all along the way at the next operational points in the correctional process.

A seventh concern is the quantity, quality and the necessary specialized training of persons in the judicial process who deal with family and children's cases. This includes a concern for the personnel from apprehension to discharge.

In a paper by Charles Shireman, Ph.D., School of Social Service Administration, University of Chicago, which he made available as a resource for the White House Conference Committee, he states:

> "There are today, in circles in which thoughtful attention to the problems of the court is given, signs of increasing awareness of the scope of the resources necessary to the task of changing human attitudes and behavior. Further, there are at least some signs that we are beginning to realize that lofty intent is not enough, and that without the resources necessary to the task we are frequently not justified in aggressive meddling in others' lives. Such awareness has been long in coming. To many of us, it would seem that we are only now beginning to pass through an extended period of golden innocence as to the amount of wisdom, of energy, and of material and moral investment that must be made if the task is to be undertaken at all."
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> "For example, let us consider the resources typically made available to the juvenile court probation department. We are still striving in this country to achieve a goal of the equivalent of a maximum of a fifty-case caseload for probation officers. Seldom is the goal achieved. Many or most officers are carrying caseloads of 100 or more youngsters. But even if the fifty-case caseload goal were achieved, rough calculations indicate that once numerous other necessary demands upon the officer's time are fulfilled he would be able to devote to each child and family an average of only about an hour a month in in-person contact. Now how much personality, or attitudinal, or family functioning, or socio-environmental change are you going to produce in an hour a month? How much, particularly, when the court and community are also without the clinical, the family casework, the educational, the vocational guidance and placement, and the other resources necessary to effective treatment?"
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> "These are the hard facts that we must face. It ever more clearly emerges that ways must be found of winning the 'numbers game'—the dilemma created by the absolute flooding of our facilities by unmanageable numbers of referrals. Without such solution we tend to provide the illusion of service without its substance. Youth are referred to probation departments and receive only the shadow of service. Others are referred to clinics and are diagnosed and diagnosed but never truly

'treated.' But we ourselves, and to even greater degree our supporting publics, tend to reject such youth when they recidivate. They are thought to have failed to respond to help. 'Failed to respond to what help?' we should ask. Both the educability of the young and the change-producing potential of probation and related services are cast in doubt, when in actuality the greater proportion of our charges may have received only the ephemeral shadow of true treatment."

An eighth major concern is the protection of the legal rights of all parties concerned in the judicial process, including that of the child when his interests may conflict with his parents. This also includes adequate legal representation for agencies whose primary responsibility is in the social issues rather than the legal.

Individuals in society live within a framework of law which they are presumed to know; for example, the driver is obliged to demonstrate his knowledge of traffic laws before he is licensed to drive a motor vehicle.

However, many individuals, regardless of the extent of their education, are ignorant of many aspects of the legal framework in which they live. Many couples do not know the financial obligations of a marriage contract until they actually reach the stage of divorce; many wage earners are unaware of the pitfalls of a wage assignment until wages are attached; many debtors are surprised to learn their bank accounts can be garnished; others don't know that a signature on a "letter of specifications" can constitute a contract, or that an oral agreement can be a binding contract.

It is through ignorance of the law that many individuals suffer damage; but those who suffer most acutely are perhaps those who are both ignorant of the law, of their rights under the law and who are unable to obtain competent legal advice.

Legal Aid Services are provided as separately organized community services in Cook, Peoria, Sangamon and Winnebago Counties. Other areas have more limited legal aid services, which generally are handled through a special committee of the local Bar Association. There are approximately 15 of these scattered throughout the State. Each county must have provisions for a public defender. One of the problems is that in general, legal aid services are limited to civil proceedings and public defender service is generally limited to criminal proceedings. Even then there are numerous types of cases which neither will cover such as divorce, separate maintenance, child support, etc. Both public and private agencies have attempted to step in on these situations, but their services also tend to be restricted to those areas where the State can save money rather than for satisfaction of the need of the person for counsel.

By decision of the U.S. Supreme Court, a minor appearing in Juvenile Court is entitled to representation by legal counsel, and if he cannot afford to hire counsel, the court is obliged to appoint counsel to represent him. Revision in the Juvenile Court Act was made in 1969, and sets up within the Act the method by which persons representing juveniles should be paid. It states that "the reasonable fees of a guardian-ad-litem (who has to be an attorney or represented by an attorney) appointed under this section shall be fixed by the court and charged to the parents of the minor to the extent that they are able to pay. If the parents are unable to pay these fees, they shall be paid from the general fund of the county." Section 4-5(4)

A problem has also existed where parents were able to pay for counsel but were unwilling to do so. This, too, was spelled out by an amendment to the Juvenile Court Act in 1969: "If it appears that the person liable for the support of the minor is able to contribute to legal fees for representation of the minor, the court shall enter an order requiring that person to pay a reasonable sum for such representation, to the attorney providing such representation or to the clerk of the court for deposit in the appropriate account or fund. Such sum may be paid as the court directs, and the payment thereof secured in force as provided." Section 7-4(1)

The Public Defender is intended to represent the child, but that office is so overburdened by its case load, the court must provide for payment of counsel or rely on volunteers, resulting in long delays which effectively deny justice to the child.

Agencies involved in cases in Juvenile Courts are sometimes handicapped if the legal aspect of their position is not adequately presented. Social services of the Juvenile Court are over-burdened, contributing to delays in concluding cases. Cooperation with other agencies and use of their facilities, both public and private, would lighten the burden of the Court and help render a prompt delivery of service.

Attempts are made to prevent delinquency by courses in citizenship, social service agencies and counseling of the school child, but there are many other areas of law affecting the family in which individuals are uninformed, sometimes to their peril.

At the present time, there are no grounds for divorce which allow for a mutual, mature decision on the part of the parents. Divorce by mutual agreement would provide such an avenue; an avenue not dependent on filing of charges by either party. It would also provide a process in which the children can be protected from a public exposure of their parents' individual faults. These would best be left a private matter.

As there would be no defendant and the parties are in agreement, no attorney would be necessary. This would eliminate some of the high cost of divorce which often deters the only mature resolution of an impossible situation and prolongs an artificial atmosphere. Such an atmosphere is often more detrimental to children than separation and divorce of the parents. The high cost of divorce may also lead to desertion by the father—something which leads only to disillusionment for the children—an avoidable horror.

Counseling in a case of mutual agreement for divorce could lead to a healthy solution for all members of the family, and most especially the children.

There is such great mobility within our country that the lack of uniformity of laws related to marriage, divorce, adoptions, and birth certificates is out-of-date with the times. Indeed, it is discriminatory that individuals of one state be more protected or given more opportunity for self-respect than those of another state.

X. JUVENILE CORRECTION SERVICES

During the period of fact finding for this report, the Juvenile Correctional Services in Illinois were in the process of a wholesale revision, reorganization and reemphasis. The Illinois Youth Commission goes out of existence January 1, 1970, and the separate services for youth which existed before become one of two equal sections in a new department. This new Department of Corrections covers all offenders. The integrity of the adult and juvenile programs is set forth in the Statutes and an Assistant Director of the Adult Division and an Assistant Director of Juvenile Division are responsible for administering the respective programs for each of the Divisions.

A full-time Board of Parole and Pardons composed of seven qualified persons, including a chairman, is appointed by the Governor and confirmed by the Senate for terms of four years. Three members of the Pardon and Parole Board must have had at least three years' experience in the field of juvenile corrections. All Board members must have had at least five years of actual experience in the fields of penology, correction work, law enforcement, sociology, law, education, social work, medicine or a combination thereof.

The complicated and often confusing structures of advisory committees which existed under the previous Department of Public Safety and the Illinois Youth Commission have been streamlined. This new Department has the responsibility for setting standards, providing consultation, and enforcement of standards in the operation of jails and detention facilities throughout the State. The Department may develop and administer programs of grants-in-aid for correctional services, and is authorized to institute and establish programs of research and planning, training and development.

Since many of the findings which pointed up areas for revisions in program or in laws have been made by the legislation for the establishment of this new Department, it is appropriate to take note of this. At the time of writing, the Department has not yet begun to operate. Although the drafters of this report believe that many of the areas of concern could be resolved under this new administrative set-up, they were of the opinion that certain objectives and goals relating to juvenile corrections should be re-emphasized in this report. The following material could be utilized by the administrators of the new Department in setting priorities and giving leadership in new areas or different areas of emphasis for correctional services to juveniles.

While there is a considerable number of juvenile and youthful offenders who must be institutionalized for their own or society's protection, there is an equal, or greater number, of youthful offenders for whom institutionalization is not required and may, indeed, do more harm than good. Every effort should be made, not only by the administrators of the new Department, but also by the General Assembly, the Chief Judge and the Court Administrator of the Supreme Court, to open up additional alternatives for use of the police, the State's Attorney, the courts and the correctional agencies for a diversion of appropriate juvenile and youthful ents. The high cost of divorce may also lead to disertion by the father— offenders from the criminal or correctional process at whatever level such diversion can be expected to benefit the minor and society to a greater extent than institutionalization. Two separate reports[1] have spelled out in detail a number of alternative choices which should be considered:

In the Task Force Report on Corrections of the President's Commission on Law Enforcement and Administration of Justice, the following statement was made:

> "The present use of institutionalization, however, almost universally falls short . . . Deficiencies in resources, in adequate knowledge, and lack of community support handicap institutions as they do community treatment. Institutional corrections suffers also from long and indiscriminate use simply for punishment and banishment, purposes which inspire in the system little imagination, hope, or effort to improve. The average daily population handled by all correctional services in the United States in 1965 was about 1.3 million. Of this total, about 5% were in juvenile institutions and 28% were in prisons or jails. The following table shows the institutional populations projected for 1975:

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[1] "Report of a Committee on Youthful Offenders in Illinois", Commission on Children, December 1968, and "Report of the Council on the Diagnosis and Evaluation of Criminal Defendants"—1969.

AVERAGE DAILY POPULATION IN CORRECTIONAL INSTITUTIONS 1965, AND PROJECTIONS FOR 1975[1]

Type of Institution	1965 (actual)	1975 (projected)
Misdemeanant	141,303	178,000
Juvenile	62,773	108,000
Adult felon	221,597	237,000
Total	425,673	523,000

Working from the same basic figures, the President's Commission on Law Enforcement and Administration of Justice projects in juvenile institution and probation loads an increase of nearly 70% by 1975. In contrast, the projection for adults is 50.9% for probation and 7% increase for prison. These comparisons reflect the fact that we are approaching the time when half of the nation's population will be under 27 years of age.

Mass handling remains the predominant practice today. Most youthful offenders under correctional programs are given quite standardized attention.

Differential treatment would involve not only identifying dangerous offenders who require more rigorous control and surveillance as well as selecting appropriate methods of rehabilitation for them and for the non-dangerous offender."

Among different proposals for treatment and alternative measures for treatment proposed in these reports for handling minors are the following: station adjustments, referral to health or welfare resources when problems involve anti-social rather than criminal behavior, elimination of unnecessary detention, deferred prosecution and deferred judgment and disposition. One of the difficult problems will be to provide this kind of alternative choices and make them available in all areas of the State with some degree of uniformity of application and operation. It is also recognized that to make the selection of appropriate minors for alternative approaches to rehabilitation, much greater information will be needed by each of the groups—the police, the state's attorneys, the courts and the correctional agency—and the information that is available at one level should be available at all other operational stages as well. Therefore, the diagnostic and evaluation centers proposed by the Council on the Diagnosis and Evaluation of Criminal Defendants is of considerable importance to the juvenile as well as to the adult.

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[1] Source: 1965 data from "National Survey of Corrections" and special tabulations provided by the Federal Bureau of Prisons; 1975 projections by R. Christenson, of the Commission's Task Force on Science and Technology. Page 45, Task Force Report: Corrections.

RECOMMENDATIONS

THE FAMILY UNIT

I. RECOMMENDATIONS FOR FINANCIAL SUPPORT OF THE FAMILY

A. There should be a family income maintenance program based on need rather than on restrictive eligibility.

1. An income maintenance program should assure adequate income through a method of providing of funds which meets the following: contains an objective for moving the individuals out of the cycle of poverty, does not diminish financial incentives to work, preserves the dignity of the individuals and does not have socially disruptive effects.
2. The Federal government should establish a minimum income floor based on realistic standards of need below which no state could go.

B. If the current financial assistance system continues, standards of all assistance categories should be the same and uniform throughout the state with no local option.

C. Statutory restrictions on specific items in public assistance, such as rent ceiling, should be eliminated. These should be considered an administrative matter worked out jointly between the executive and legislative leaders.

D. The General Assembly should be urged to give priority consideration to appropriations for preventive programs for public assistance, such as, preventive medical and dental care, and services to potential or former recipients.

II. RECOMMENDATIONS ON HOUSING

A. Enactment of fair housing laws must be swift and effectively enforced in order to establish available housing supply on an equal basis.

B. The supply of low and moderate income housing must be increased immediately.

C. Rental and mortage subsidy programs should be revised commensurate with the cost of living to include more low-income families. Low cost housing should be made available in compliance with non-discriminatory statutes regarding sale of real estate.

D. Public housing programs must build scattered single family units to house small and large families throughout the metropolitan areas.

E. The leased housing program must utilize the existing market for small families, large families, and families receiving public aid.

F. Urban renewal must discontinue its "people removal" and submit a real plan of rehabilitation and rebuilding a community with equitably priced housing and adequate facilities. Facilities built within planned developments with federal funds, or any taxpayer money, should be open to the entire community, regardless of whether user is occupant of the particular development.

G. Housing codes should be standardized and universally enforced and penalties must be severe enough to put an end to continuing violations.

III. RECOMMENDATIONS ON COUNSELING SERVICES

A. A top priority of the Department of Children and Family Services should be to develop services to keep children with their families. This function must be shared, coordinated and integrated with the Department of Mental Health preventive and treatment functions.

B. The Department must utilize or develop, where non-existent, a network of family services available to all families.

C. The specific allocation of budget for services to children living with their families should reflect the fact that this service is as significant a part of Department responsibility as is providing substitute care.

D. All organized agencies or groups of persons giving family and individual counseling services on a regular basis for profit or non-profit must be licensed by the Illinois Department of Children and Family Services. Private practitioners must be certified by the Department of Registration in their specified field.

E. There should be developed, on a national scale, a matching formula for child and family welfare services not related to public assistancce.

IV. RECOMMENDATIONS ON FAMILY ORIENTED HEALTH SERVICES

A. RECOMMENDATIONS FOR ENVIRONMENTAL HEALTH SERVICES

1. Standards of air purity should be developed on a national basis. A structural set-up should be established or enforced, where such exists, to control air pollution on a regional basis.
2. Water pollution control boards should continue to be developed on a regional basis with authority and direction to act on interstate problems.
3. Each county should be charged with enforcement of minimum standards of sanitation in food processing and distribution facilities.
4. Control of rodents and disposal of sewage and other wastes should be standardized throughout the State and enforced by the Illinois Department of Public Health.
5. Research efforts should be intensified to determine the objective threat to healthy human growth and development from man-made hazards such as chemical pesticides, chemical additives, drugs, nuclear contamination, etc.

B. RECOMMENDATIONS FOR PHYSICAL HEALTH SERVICES

1. The Illinois Department of Public Health should be given statutory responsibility for establishing departments of public health to cover all areas of the State and for setting standards for staff and services. These services should be community oriented and implemented.
2. Comprehensive community health centers should be established in areas of the state where there has been a demonstrated need for improvement of health care services.
3. Since the health of each individual member affects the well being of the total family unit, health services should be family oriented and be promoted, developed or provided by the Department of Public Health in the following areas:
    a. family health counseling;
    b. pre-natal clinic providing medical services as well as emotional guidance;
    c. treatment and follow-up care of any disorders or abnormalities detected in pregnancy, be they obstetrical, medical, dental, or emotional in nature;
    d. periodic examinations and necessary innoculations for infants, children and youth, including assessment of proper achievement of growth and development, physical and emotional;

e. routine screening examinations, such as, vision, hearing, dental and such others as may be recognized by public health authorities;

f. treatment and follow-up care of any disorders or abnormalities in all members of family whether medical, mental or emotional;

g. family planning or expansion of family planning services so as to provide family planning as requested;[1]

h. genetic counseling;

i. health education:

   (1) community education programs for nutritional guidance including budgetary management and exposure to new types of foods;

   (2) community educational programs on consumer buying, household management and sanitation;

   (3) program of education for patient motivation;

   (4) program of child health and safety. Since accidents are the leading cause of death throughout childhood, the educational program involving child health and safety should be conducted in the school as well as in the home.

4. The Department of Public Health should set up a system of remedial dental mobile units and/or dental programs within the county under health departments to supplement the dental services of the community, particularly with reference to those children who are unable to reach a dentist or where private dentists are reluctant to accept them as patients. The Department of Public Health, Department of Public Aid and the Illinois Dental Society should collaborate in a joint endeavor to encourage dentists to accept more of these children as private patients.

5. Because hunger and malnutrition are difficult to define and may occur in any economic strata, school breakfasts and lunches should be available to all students.

6. The vital statistics system should be carefully reviewed to determine that the system incorporates all possible safeguards of the interest of children, parents and other individuals for whom documents and personal data are provided.

7. The decision to **seek** a voluntary termination of pregnancy is a personal matter. The decision to **terminate** pregnancy is a medical matter and should be made by a physician in agreement with the pregnant woman.

MINORITY REPORT ON RECOMMENDATION #7

Every child once conceived has a right in law of nature and a divine right to be born; every mother should be given medical and/or psychological help during her pregnancy to aid her care for herself and her unborn child. She should further be given all available help regardless of her marital or financial status to help her plan for the care of her child if this be needed.

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[1] Expansion of Material and Child Health Programs with emphasis on family planning services is mandatory by the Social Security Act, for those agencies using Federal funds (i.e., Children's Bureau Appropriations). Outside of the Chicago area, only one Family Planning Program project had been funded as of July 1, 1969. On August 11, 1969, four more grants to local health departments were approved for funding for this purpose.

	COUNTY		COUNTY
Sister Anthony	**Cook**	**Cindy O'Flaherty**	**St. Clair**
Msgr. Gill Middleton	**Peoria**	**Sister Andrea Vaughan**	**Cook**
Anthony Jenkins	**St. Clair**	**Patricia C. Siebert**	**Cook**
Patricia Poisl	**St. Clair**	**Mildred Pflederer**	**McLean**
Margaret Middleton	**Ford**	**Sister M. Celine, O.S.T.**	**Winnebago**
William G. Smith	**Peoria**	**Lucille B. Even**	**Kane**
L. M. Morrissey	**Peoria**	**Barbara L. Doyle**	**Cook**
Margaret Hall	**St. Clair**	**Edna Heitz**	**Rock Island**
Dorothy Wagner	**Washington**	**Teresa Massie**	**Kane**
Rev. Arnold Wagner	**Washington**	**Margaret Stewart**	**Champaign**
Marie L. Friniere	**Cook**	**Elendia Jenkins**	**St. Clair**
Margery A. Dorn	**Lake**	**Evelyn S. Robinson**	**Sangamon**

C. RECOMMENDATIONS FOR MENTAL HEALTH SERVICES

1. The Department of Mental Health should be required by the law to have responsibility for planning and coordinating mental health services for children on a statewide basis so that there is the most effective utilization of the resources of the State, including the recommendations on Ill. Counseling Services. The Mental Health Code should be amended to include a declaration of public policy which specifically states the Department of Mental Health's responsibility for children.

2. The Department of Mental Health should:
    - a. Provide direct mental health services for emotionally disturbed and mentally retarded children and adolescents when these services are not available through other public and private facilities. These services include direct clinical out-patient resources for the diagnosis and treatment of children and families through the zone structure as well as hospital and residential care facilities.
    - b. Provide a range of placement resources which are not located in conjunction with state hospital facilities. These resources should include:
        1. Provision for short term hospitalization for episodic mental illnesses when not available locally.
        2. Provision of hospital or residential care to meet the long-term needs of severely psychotic children and adolescents who require such care.
        3. Provision of residential care for severely emotionally disturbed, mentally retarded or multiply handicapped children for whom no resources exist within their communities and for whom custodial care as well as treatment is needed.
    - c. Establish programs designed to meet the special needs of children and youth who have problems with the use of alcohol and/or narcotics.
    - d. Participate with local communities in developing comprehensive services for the mentally ill, emotionally disturbed and mentally retarded child, including group care facilities, day treatment centers, short term hospitalization, family-focused out-patient clinic services, and 24-hour emergency services which will reach out when intervention is required.
    - e. Provide mental health consultation to agencies, institutions and schools as well as private practitioners in the field of human services.
    - f. Provide mental health education activities related to community need and programs.

g. Provide training resources for students preparing for careers in the field of mental health services for children, including provision of field work placements, seminars and workshops for various types of professionals and para-professionals who work with children.

h. Provide leadership in the development of programs to detect and treat emotional problems in a family which, if undetected or untreated, usually lead to mental health problems or behavior difficulties in children. In addition, the Department of Mental Health should further the development of methods for detecting lack of achievement of proper emotional growth and development and for effective treatment in infancy or at the earliest possible age.

V. RECOMMENDATIONS FOR HOMEMAKER SERVICES

A. Homemaker service should be part of comprehensive child and family services and should be available when it is needed to families of all income levels.

B. Homemaker services should include:

1. Use during a parent's incapacity or temporary absence to prevent family breakdown.
2. Consideration as a preferred alternative to placement outside the home on a long-term or on-going basis.
3. Flexible use as a supportive service to strengthen family life which makes possible the use of varying classifications of personnel, such as family aides, housekeepers or home helpers. It may include: help with budgeting, teaching or demonstrating home management and child care skills or to provide relief from overwhelming demands and pressures. It may be provided on a part-time or full-time basis when needed.
4. 24-hour availability on an emergency basis to avoid unnecessary placement when children are found abandoned or in danger.

C. Homemaker service, in order to be most effective, must be provided in conjunction with appropriate professional staff who will be responsible for on-going supervision. The homemaker should be carefully selected on the basis of her demonstrated capacity for meaningful child care and household management.

D. Uniform standards for homemaker service and training should be developed and made available throughout the State.

E. Adequate personnel practices should include provision for employment of homemakers on an annual salary basis.

F. Responsibility for the availability of homemaker service throughout the State should be lodged with the Department of Children and Family Services. It should assure adequate provision of homemaker service by supplementing existing services, either through purchase or by development of new program.

VI. RECOMMENDATIONS ON SHELTER CARE SERVICES

A. Adequate preventive services shall be available to forestall premature use of shelter care services;

B. Shelter care services shall be available in each community as part of the protective services offered by the Department of Children and Family Services, or, if offered on a private basis, in conjunction with the public service;

C. Shelter care facilities should be designed for the task they are attempting. Hospitals, jails, detention centers, etc., should not be used for this purpose;

D. Adequate social work services should be provided to assure wise and prompt planning beyond shelter care;

E. Shelter care should be available 24 hours a day, 7 days a week.

VII. RECOMMENDATIONS ON FOSTER HOME AND ADOPTIONS

A. The Department of Children and Family Services should develop at the earliest possible moment a legislative proposal to establish at the earliest possible opportunity a series of group facilities to meet the needs of children with diversified placement problems.

B. Every effort should be made to help the child in his own home by offering rehabilitation services to the family and by making full use of community resources designed to supplement the care of the child in his own home. An on-going review, and not less than annually, of the child and his natural family in foster care must be made by the placing agency to ascertain if there is a continuing or permanent need for separation of the child from his family.

C. The race, color, religion, or national ancestry of the parents or the child shall not be a barrier in placing a child for adoption or in a foster home.

D. Subsidized adoptions should be established and implemented by private and public agencies in order that hard-to-place children (minority-group, older and handicapped) legally available for adoption should not be deprived of an adoptive home. Subsidized adoption provides enlarged adoption resources for hard-to-place children through: (a) enabling prospective adoptive parents to provide essential special care for handicapped children; (b) encouraging well-qualified families with limited income to apply for adoption of minority-group and older children; and (c) allowing foster parents to whom a child has become attached to adopt him without losing funds necessary to support the child.

E. All social service programs, other than those directly related to Court functions, should be given up by the Courts, among which are: adoptions, foster placement, shelter care, institutions for dependent children.

F. Time limits relative to the dependency or neglect status of a child should be written into the court order at the time the guardianship order is entered.

G. The process of termination of parental rights should be separated from the process of adoption, and should be incorporated totally in the Juvenile Act. An order terminating parental rights and naming a guardian with authority to consent to adoption should be entered by a court prior to the child's placement for adoption.

H. The requirement for the child to be summoned and required to be present in court hearings in his behalf should be abolished. The adult individuals or agencies responsible for care and planning for the child should be those summoned.

I. The prohibition against reference to a child as illegitimate should be eliminated, so as to make it easier to establish the mother as the child's sole parent.

J. Petitions for adoption should refer to the child by case number or in some other manner so as not to identify the original name of the child to the adoptive parents.

K. The Adoption Law should prohibit giving adoptive parents copies of any documents or papers which contain the original identity of the child, and any publication of adoptive proceedings should be specifically prohibited by law.

L. In order to sufficiently protect the child from unwise placement, and ensure the best service to the child, biological parents, and adoptive parents, Illinois should follow the lead of many other states and permit non-relative adoptive placements to be made only by the Department of Children and Family Services or by an agency licensed for this purpose by the department.

VIII. RECOMMENDATIONS FOR DAY CARE SERVICES

A. The Department of Children and Family Services (DCFS) should be required by law to have responsibility for planning for day care services on a statewide basis and coordinating the delivery of these services with priority in areas with the greatest need to the end that there is the most effective utilization of the resources of the State.

B. Need for day care services across the State is of such magnitude that full and creative use of financial resources is required. These sources of funds include local, state and federal government, voluntary agencies, and labor, business and industry. There can be no single designation of auspices through which services should be developed. Coordinated efforts in the social welfare system, education system, and the industrial sector are essential.

C. Development of day care resources should, to the extent possible, follow a pattern of **day care services centers** which provide the full range of services.

The scope of these services should provide for a variety of arrangements, including family day care and group day care, so that appropriate choice of care is possible for children from infancy to at least age 12.

D. The full range of family services must be available to parents and children who require day care services. Day care services for children should be one of the alternatives considered before children are placed in full-time foster care.

E. Day care services in adequate quantity and quality should be available to all families who need them regardless of factors such as race, economic status, or employment of parents.

F. The desirable staffing pattern in group day care facilities provides for staff with education and experience in a variety of fields at various levels. In order to assure a quality early child development component in these day care service programs, there should be mandatory certification in early child development by the Office of Superintendent of Public Instruction and the Teachers Certification Board for teachers of children under six years of age in schools and in day care centers. Without such certification, day care services will not be able to compete successfully for qualified personnel.

G. Because the bulk of monies to further the extension of day care services will have to come from the federal government, the planning and coordination activities of the Department of Children and Family Services must assure maximum flexibility in receiving and using matching funds through a variety of federal programs and from a variety of sources.

H. Simplification and unification of federal funding for day care is urgently required. Restrictions on funds for construction should be removed.

I. Parents of children receiving day care services should be involved in the development, implementation and evaluation of the service plans for their own children. Parents should also participate meaningfully in making policy related to the operation of the service. One means of achieving such policy participation can be membership on advisory committees.

J. Public information programs to publicize the great needs for day care services which are unmet and the potential long term implications of failure to meet them should be carried out on a continuing basis.

K. The licensing services of the Department of Children and Family Services should be strengthened, particularly with adequate numbers of qualified personnel, in order to assure uniform, continuing and vigorous application of state licensing standards.

L. State's attorneys must discharge their responsibility for prosecuting violators of the licensing law.

IX. RECOMMENDATIONS ON THE JUDICIAL PROCESS IN RELATION TO FAMILY AND CHILDREN'S PROBLEMS

A. All administrative functions carried by Juvenile Courts in behalf of dependent children should be transferred to the Illinois Department of Children and Family Services.

The sole responsibility of Juvenile Courts on dependency and neglect cases should be that of providing legal protection through acting on recommendations for changes in the legal relationship of a child to his parents, guardian or other parties. This would mean that the Department of Children and Family Services would have the responsibility for such non-judicial functions as receiving and studying complaints in dependency and neglect situations and determining whether a petition shall be filed to secure Court action when a child needs removal from his family, providing or financing temporary or long-term foster family, adoptive or institutional placement, determining the type of care a child needs, study and supervision of foster care facilities and procuring of child care services. These are child welfare functions and should be performed by child welfare specialists.

B. Each county should provide adequate detention facilities appropriate to the needs of children, including continuance of their education while under detention.

C. The Department of Corrections should upgrade and assure compliance of standards and regulations for detention homes and facilities.

D. When the Courts enforce laws and decide legal issues between individuals they make important decisions affecting the lives of families and children. An adequate social service and psychiatric evaluation program are equally essential and should be available to the Court. In order to assure the continuity and high quality of functioning of such services, it is necessary that the requirement for such services be on a statutory basis.

Social Services should be an integral part of the Court machinery to provide the service on a variety of stressful family problems **related to the issues before the Court** and during the period of the jurisdiction of the Court. The Court needs to be provided social information to supplement legal aspects if broad family problems are to be recognized and effective administration of justice results. Prompt referral to appropriate community resources for support and treatment of family disorder and disorganization should be made by Court Social Services.

E. Statutory regulations must be enacted to make mandatory adequate social study, medical and psychological evaluation on a pre-judicial basis for all juvenile and youthful offenders. Special attention and effort must be directed to the first offender in order more adequately to prevent recidivism.

F. Judges qualified by background in the family and children's field should hear all cases within the Juvenile Court jurisdiction. Because of the importance of their approach to social problems and the ways in which they relate to children and parents, it is essential in the selection of Juvenile Court judges that personal qualifications be given serious consideration. Tenure of judges should be of sufficient duration to provide for them to become acquainted with the philosophy and spirit of the Juvenile Court and to permit them to make a contribution to its work. Branch Juvenile Courts should be established if population size warrants it.

G. Services of probation staff should be provided in Courts for every county of the state. Since needs will vary from one county to another, if the population of a single county does not warrant a separate juvenile probation program, provision should be made for groups of counties within the circuit to establish jointly, probation, psychiatric, and other services necessary for efficient court operation. Probation staff serving juveniles should be assigned to work exclusively with this age group, wherever possible. They should be assigned in sufficient numbers so that a careful, intensive job can be done with juveniles needing this service and so that there is sufficient time for carrying out the orders of the Juvenile Court. Probation staff assigned to work with juveniles should be especially qualified and trained for this function. Education, training, and experience in the behavioral sciences has proved to be the best preparation for probation staff. The state should provide financial assistance toward such training. This should be supplemented by in-service training programs. Probation staff should have security of tenure if the Court's standard of performance is met.

Salaries for probation staff and other non-judicial personnel in Juvenile Courts should be competitive with salaries paid for similar positions in the community. A merit system should be operative for all non-judicial personnel of Juvenile Courts.

H. Juvenile Courts should provide legal representation for indigent children and their families upon their request. Agencies should have available their own legal counsel to represent them and their clients before Juvenile Courts irrespective of whether agencies are under public or voluntary auspices. Services of the Juvenile Court should be closely coordinated with those of other community agencies.

I. Rights, responsibilities and limitations should be specifically indicated in Juvenile Court orders so that guardianship and custody orders can be clearly understood.

J. Rules, including procedures and standards, should be as uniform as possible throughout the state and where not set by statute should be promulgated and enforced by a Juvenile Court Committee of the Judicial Conference.

Court procedures should follow an informal, non-criminal form. Enough time should be provided for in hearings so that judges can review probation, social agency, clinic and other pertinent reports in determining sound disposition. The judge who hears a case initially should hear the case when continuances are necessitated. Hearings should not be open to the press and to others who have no pertinent relationship to the cases being heard.

K. Determination to proceed under the Juvenile Court Act or the Criminal Code should be a judicial decision rather than an administrative one made by a State's Attorney and a minimum age of 16 should be set for the transfer of Juvenile Court jurisdiction for a juvenile accused of violating a federal, state or municipal law.

L. In communities in which police departments are sufficiently large to permit it, police officers working with juveniles should be assigned this function as their exclusive responsibility and be provided special training to equip them for this function. They should have authority to make referrals to health and welfare agencies and make station adjustments for minor offenders when appropriate. If police departments are not large enough to provide for this specialization, all officers should be trained for dealing with minors.

M. The physical facilities of the Juvenile Courts should be such as to demonstrate to clients the respect which the judicial process accords them as people and for their well being at this critical point of their lives. Juvenile Courts should have facilities for physical and psychiatric examination and study. Detention facilities should be accessible to Juvenile Courts for those children who must be held pending hearings or disposition.

N. The administrator of the Courts and/or the Conference of Chief Judges should establish machinery to assure that restrictions relating to detention of children and youth are being adhered to.

O. Legal aid for low income families should be available throughout the State.

1. Juveniles appearing in Juvenile Court are entitled to legal counsel and it should be rendered to them automatically and promptly even if they are unable to employ private counsel. County boards of supervisors should include in county budgets an item for this purpose. The court administrator of the Supreme Court and/or the Conference of Chief Judges should establish a procedure for review of the practices of the court in execution of this obligation of courts to assure counsel for minors.
2. Public Defender's office should be adequately staffed so that defendants can be properly represented.
3. Adequate voluntarily supported programs should be set up for indigents.

P. Social Service facilities of other agencies, both public and private, should be available to Juvenile Court.

Q. Families who are able to pay moderate legal fees, but less than recommended minimums of the organized bar, should have legal services readily available to them.

R. Preventive legal Services should be undertaken by education programs in high schools and colleges to acquaint individuals with various laws affecting family life.

S. Illinois and County Bar Associations should be urged to accept responsibility for developing these above recommended programs.

T. Illinois and County Bar Associations should work with the Office of the Superintendent of Public Instruction in developing materials which can be used in appropriate courses relating to children's rights and responsibilities under the law.

U. The mutual agreement of the marriage partners shall be a ground for divorce. When there is a petition for divorce by agreement, no attorney shall be required for the court proceeding. Professionally qualified counseling—not reconciliation—service shall be available to the petitioners. A representative for children of such petitioners shall be appointed to protect their rights.

V. Laws relating to adoptions, marriage, divorce, and birth certificates should be uniform throughout the states.

X. RECOMMENDATIONS ON JUVENILE CORRECTION SERVICES

A. A diversified and flexible system of Juvenile corrections services, after care, and residential care services for all juvenile and youthful offenders should exist within a single state agency to provide for individual needs and professionally trained personnel should be utilized to provide these services.

B. Institutions should include such facilities as secure institutions, residential centers geared to education and treatment (rather than physical restriction of movement), halfway houses, camps (work, vocational, and educational), group residential homes, and provide for movement into the community via such programs as attendance at school in the community and work release programs where such are consonant with the degrees of readiness of the individual and the safety of others in the community. An essential element in the classification process is a reception program for individual diagnosis, evaluation and orientation. To the extent possible, the Juvenile Division of the Department of Corrections should utilize more extensively placement in child welfare institutions for those children who can benefit therefrom and can be accommodated. Cumulative case records should be available at the Reception Center for making decisions on appropriate disposition in the correctional or rehabilitative process. These records should be started at the community level while the child is being studied to determine the best method of helping him and should follow him throughout the correction process.

SECTION IV

COLLABORATIVE ROLES OF AGENCIES IN THE EDUCATION PROCESS

FINDINGS

PROGRESS IN PUBLIC EDUCATION

Although this section of the report points out many lacks in public education, the Committee believed that it would be remiss if recognition were not given to a number of changes showing considerable gain in recent years. The following examples illustrate some areas of progress:[1]

SCHOOL DISTRICT ORGANIZATION

1945	11,955	School Districts
1954	2,349	School Districts
1962	1,549	School Districts
1969	1,223	School Districts

GUIDANCE AND COUNSELING

1964	725	Full-time Counselors
1969	2,050	Full-time Counselors
1964	258	School Social Workers
1969	400	School Social Workers
1964	210	School Psychologists
1969	375	School Psychologists

KINDERGARTENS

July 1, 1963	167,658 pupils in Kindergarten
July 1, 1968	173,862 pupils in Kindergarten
June 1, 1968	64% of the School Districts offered Kindergartens 36% of the School Districts had no Kindergartens

(As of July 1, 1970 ALL districts must offer Kindergartens)

JUNIOR COLLEGES

1965	22	Junior Colleges
1969	36	Junior Colleges
1965	62,253	Students in Junior Colleges
1968	100,169	Students in Junior Colleges
1969	120,000	Students in Junior Colleges

In 1965	20% of the geographic area of the State was included in Junior College Districts
In 1969	65% of the geographic area was included in Junior College Districts

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[1] Information obtained from the Office of the Superintendent of Public Instruction.

SUMMARY OF SPECIAL EDUCATION[1]

School Year	Number of Professional Workers[2]	Number of Classes	Number of Pupils	Amount of State Reimbursement
1963-1964	3,665	1,569[3]	156,019	$11,131,172.00
1964-1965	3,999	1,824[3]	171,236	12,704,810.35
1965-1966	4,626	3,463	187,328	17,203,419.99
1966-1967	5,024	3,870	200,661	20,079,588.13
1967-1968	6,297	4,802	227,461	26,685,344.30

I. EARLY CHILD GROWTH AND DEVELOPMENT

Creating an environment for the enhancement of learning of children requires that the basic needs of physical care, security, social relationships, self-esteem, and fulfillment of potential must be met. More and more, research shows that the younger the child is given opportunity to respond in a stimulating and secure environment, the greater his potential as an adult.

The home and community are primary and important parts of the establishment and advancement of the learning process and additional resources may be needed to support and reinforce the family in this task.

Proponents of early childhood education are convinced that many of our educational and social problems can be eliminated if we attack the problem at the source and provide the means whereby all children can have equal educational experiences, both formal and informal, in the home and in our schools.

Learning and physical health can not be separated and within the city of Chicago there are two neighborhood health centers identified with particular hospitals which are working out new approaches to delivery of health services which are family-oriented. The health center serves also as a base for identifying and dealing with other problems.

Children and families who need reinforcing services must be reached early. The screening project for low incidence handicaps in Illinois, made possible through Title VI of the Elementary and Secondary Education Act, has indicated the value of extending the screening process to all children. This project operates in 16 regions in Illinois and health agencies, both state and local, are assisting as well as pediatricians, school personnel, psychologists and social workers. Parent and child centers, developed by the Office of Economic Opportunity to provide assistance to parents of children under 3 years, are giving guidance to parents especially in child rearing. These centers are extremely limited in number.

Nursery schools or day care centers afford the earliest formal educational experiences for young children. Gradual growth in the number of day care centers licensed by the Department of Children and Family Services is illustrated in the following chart:[4]

Licensed Day Care Centers	February 1968	February 1969
Sponsored by Sectarian Agencies	283	307
Sponsored by Non-Sectarian Agencies	488	567
Proprietary	506	519

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[1] Information obtained from the Office of the Superintendent of Public Instruction.

[2] Includes staff, such as social workers, psychologists and physical therapists, in addition to special education teachers.

[3] Downstate only. Classes were not counted for Chicago in those 2 years.

[4] Information secured from the Department of Children and Family Services.

There is an indication that with the trend in franchising, proprietary pre-schools will increase at a more rapid rate. Factors that support the trend in franchising and lead to the expectation of an increase in facilities are that: (1) parents, wanting the best for their children, are willing to pay for pre-school education; (2) the trend toward two wage earners in the family is gaining momentum and such families need day care programs; (3) the federal programs, including the Work Incentive Program for parents receiving public assistance, and other adult education programs contain requirements for the assurance of good day care for pre-school children.

The Department of Children and Family Services, as the standard setting and licensing agency, should be increasingly alert to assure that the quality of care and educational experience of the child is not sacrificed to the convenience of working mothers, manpower training programs and the financial return on investment of proprietary operators.

With the variety of programs developing, parents have inadequate criteria for judgment as to the value of a particular facility for their child. There needs to be more widespread understanding that the District Offices of the Department of Children and Family Services have information available as to the licensed status of facilities; distribute pamphlets of a question and answer nature about nursery schools for parents, and pamphlets published by the National Association for the Education of Young Children and the Association for Childhood Education International. Staff also should provide individual consultation in regard to the needs of a child.

Because of the gross inequities existing among children's learning experiences prior to age six, many are unable to cope with the formal educational program they enter. Education is remedial at the start for these children and some never catch up. Education then becomes a constant frustration for the child, the family and the school. Federal inter-agency day care requirements have been established in order to set minimum standards. While the requirements state specifically that an educational program, not mere custodial care, is intended, the educational services described and the training of the staff as described are in general terms and subject to misinterpretation. Illinois has, through standards of licensing with periodic revisions, striven to provide safeguards for custodial care and program. Because of the importance of the early learning experience in setting the foundation for further education, there should be specialists in early childhood education in the Office of the Superintendent of Public Instruction for increased collaboration with the Department of Children and Family Services in providing consultation to pre-school operators on the formulation of program.

Follow-through programs, under the direction of Health, Education and Welfare and funded by the Office of Economic Opportunity, are testing innovative procedures and strategies to help primary children maintain the academic gains they have achieved in Headstart and to continue to see that the supportive services are available. Parents are encouraged to participate in the classroom and to become involved in the education of their children. Full-year Headstart programs are limited in number and available only to those in poverty; however, some of the summer programs are being converted to full-year programs.

"The proportion of children 3-5 years old enrolled in public or private nursery schools and kindergartens in 1965 was three times as large for children in high-income families as for children in low-income families. In families with yearly incomes of $10,000 or more, almost half of the preschool children (47%) were enrolled in such programs. Headstart programs have probably diminished the difference to some extent since 1965, but a large gap remains. The children most likely to have learning problems in grade school and therefore most in need of preschool experience appear to be the ones least likely to get it."[1]

Recommendation No. 154, 1960 White House Conference on Children and Youth was, "That kindergartens be made an integral part of the tax supported school system in all communities; and that the State Department of Education be authorized to extend public education to include nursery schools."[2]

The mandatory law for the establishment of kindergartens in Illinois by 1970 will fulfill the first part of the recommendation but the value of pre-kindergarten programs is now being emphasized. It is important that the supportive services of the Headstart Program, such as, parent involvement, medical and dental care, nutritional, psychological and sociological services be included in pre-kindergarten programs. The concept of a transitional room following kindergarten or first grade is being tried in a number of localities in the state to give children new experiences and more time to mature.

II. LEARNING EXPERIENCES FOR SOCIAL LIVING

The family, which is the basic institution of our society, normally meets the primary needs of the child and provides his first experiences in learning. Every child begins to learn his family's set of values and obtain a sense of worth, or lack of it, through the attitudes of those who care for him and later through the attitudes that the family members exhibit toward each other. The necessity for supporting family functioning is one of the most critical concerns of our times because of the impact of rapid and drastic changes in our complex society, many of which have caused people to be dealt with as objects rather than human beings. This trend to de-humanize is a serious matter and affects all generations in all their relationships. Family members are being viewed as "study units", "target populations" and "markets" rather than living, dynamic and emerging personalities. Teen-agers who are pregnant are treated as events to be catalogued, researched, and deplored rather than individuals in a quandary. Venereal disease is a line on a graph and is compared with other "things", such as heart disease or cancer. This trend has had some disastrous results. Unless we can maintain a dengine humanness in our society, the individual becomes obscured and problems of all kinds become less and less soluble.

A. EDUCATION FOR FAMILY LIFE

Education for family life is a life-long process and must have as its goal the molding of personality and character that helps each individual become a person of worth and dignity and find a role in society that enables him to be a productive citizen, living and working in a manner conducive to his own welfare and that of others.

The family remains the last bulwark for providing the intimacy and relationships for individual self realization[3] and it becomes more essential, therefore, to support family stability. However, in spite of increased knowledge and interest, we still see an alarming picture of family breakdown in our society, disorganization and loss of function.

Religious institutions, health and welfare agencies, buttressed by the schools, have long provided support to families through their teaching of moral and spiritual values and the tenets of good health and personal living.

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[1] The Nation's Youth, Children's Bureau Publication No. 460, Chart 25.

[2] Recommendations, Composite Report of Forum Findings, 1960 White House Conference on Children and Youth p. 21.

[3] See also, The Family Unit Section, p. 49.

It has been recognized only recently that family life education is provided by many groups including the mass media. Education for family life includes information regarding biological, psychological and interpersonal relationships, specifically content on health, physical and emotional growth and development, dating, family economics, sex education and other aspects of preparation for marriage and family life. However, the extent of family disorganization and the lack of common objectives among the various institutions bolstering family life or providing family life education point up the fact that religious institutions, schools, health and welfare agencies, courts, and the mass media are not providing the supportive services necessary to strengthen families. Family life education that will strengthen present day family functioning, supplement the needs that parents are unable to meet and insure that children are provided an opportunity for optimum growth, must be composed of not only improved available services but those broadened to include sex education, understanding of child growth and development, marital counseling, the personal, social and cultural dimensions of family planning and management of family income.

Insufficient resources and unwillingness of parents to ask for help are not always the reasons for failure in supporting family life. Requests for help are often rejected by agency personnel at the point of in-take because they do not explore the request sufficiently to ascertain the basic need and determine whether it can be met by their agency or another one in the community.

B. HEALTH EDUCATION

Education to promote good health is essential to family functioning and to achieving potential in learning. Good health means more than the negative concept of freedom from disease. It is defined by the World Health Organization as a "... state of complete physical, mental and social well-being, not merely the absence of disease or infirmity." Education for health must be toward this dynamic condition of well-being, toward the highest level of health attainable for each individual. The Joint Committee on Health Problems in Education of the National Education Association and the American Medical Association describe health education as "... the process of providing learning experiences which favorably influence understanding, attitudes, and conduct in regard to individual, and community health." The important question is: How can these experiences be best provided? Health education is multi-disciplinary in nature and it is provided by different resources and agents at different ages and situations of the individual's life. Its content is largely derived from medicine, public health, and the physical, biological and social sciences. Its scope is broad, covering such diverse areas as the nature of disease, the complexity of nutrition, effects of radiation, behavioral aspects of accident prevention, an understanding of health and medical care programs, significance of international health problems, selection of health products and services, environmental hazards in air and water, community health services, foundations of mental health and preparation for marriage and parenthood.

When a child enters school, he already has many attitudes and health practices which have been acquired at home. Some of these may not rest on scientific evidence and thus need modification, and some must be reinforced. Effective changes in an individual's health behavior must be related to personal goals, attitudes, values, group pressures, socio-economic background and cultural beliefs.

With the tremendous amounts of money being spent on health care, research and treatment, it is shocking to read statistics and reports on the state of health of American citizens. One illustration of the failure to improve the health of all people is the fact that infant mortality rates have not changed during the last 10 years and, in fact, the rates among the disadvantaged members of society are climbing to alarmingly high levels. Of a total of 1,458 deaths of infants under one month of age in Chicago in 1963, 1,118 died of diseases of early infancy. The per cent of deaths under one month of the total number of deaths was 61.2.[1] There are census tracts in Chicago where the rates are as high as 50 and 60 per 1,000 live births per year. In 1965, the infant mortality rate for the United States as a whole was higher than 14 other countries in the world.[2] There is little doubt that the infant mortality rate of the United States is associated with low socio-economic conditions, the high and rising cost of medical care and the absence or inaccessibility of resources.

There is concern in educating people to visit their dentist "twice a year", yet a federal government survey shows that the proportion of persons who have never visited a dentist is related to color, region and income. Also, the frequency of visits to the physician is closely related to the education of the head of the family. Directly related to the availability of medical services is the availability of health education for the prevention of ill health and the proper utilization of health resources to maintain good health. The lack of good health education in the general public is obvious. Health education cannot rest on knowledge alone; it must motivate the individual toward healthful living. What is taught in the schools must be so related to the daily lives of the students that they can act intelligently in matters of health.

The Illinois School Code[3] includes the requirement of health instruction compatible with the growth and developmental needs of pupils and teachers in training, but largely because of being linked with the requirement for daily physical education, interpretation of the law has emphasized the latter to the neglect of health education. It has been said that health instruction usually is nothing more than discussion of some health subject on rainy days when the class cannot engage in physical education outside. In other sections of the Code, it is stipulated that the nature and effects of alcoholic drinks, narcotics and venereal disease be taught with specific requirements as to grades and numbers of lessons. However, the legal requirements do not make for a planned, comprehensive and productive health education program.

The Fifth Illinois Conference on School Health, with representatives of over 50 health organizations, in its meeting on March 6, 1969, recommended that the Joint Committee on School Health promote legislation that would require that health education be a part of the regular instruction program in all schools.

Techniques have been developed to persuade people to buy things that are not helpful. Similar techniques should be developed to educate them to "buy" the measures that promote good health.

Health problems and their solutions need to be presented in an integrated and meaningful context that eventually helps the learner to see the biological, social, cultural, economic, and political implications of his actions in regard to health matters. The concept of health education must be broadened gradually to include an understanding of the individual's responsibility in helping to solve family, community, national and world health problems. With these wider concepts as a goal, a more knowledgeable adult population should be the result, more aware of and competent to deal with current health problems and those of future generations.

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[1] "Health Conditions of Children and Mothers in Chicago and Suburban Cook County" Part 2, October 1966, Welfare Council of Metropolitan Chicago.

[2] Countries with infant mortality rates lower than the United States were Sweden, Norway, Finland, Denmark, Iceland, the Netherlands, Switzerland, Japan, Australia, New Zealand, the United Kingdom, France, West Germany and Belgium.

[3] Illinois Revised Statutes 1967, Chapter 122, Par. 27:5-10.

C. ETHICAL, MORAL AND SPIRITUAL VALUES

The problems that most Americans will face in the 1970's will have to do with values. The youth of today are seeking and searching for norms and values with which to develop a philosophy of life and a meaningful pattern of living. Many of their concerns relate to the hypocrisy of adults who teach certain moral and ethical principles but do not practice them. Although many youth express their own values in non-traditional or unconventional patterns, it is not always the values of the previous generation that they question, but rather the violation of them which is apparent in such matters as racism, business practices and attitudes toward war.[1]

The importance of values was dramatically emphasized at the 1960 White House Conference. A major assignment dealt with "appraising ideals and values in a changing world." It was noted that both youth and adults tended to seek security to too great a degree; they were overly concerned with their own needs to the exclusion of their fellowmen. Adults were encouraged to help youth to develop a sense of commitment to society. Perhaps in the 1970's, youth can encourage adults to live up to the values they profess.

Today, many youth are expressing dissatisfaction with the status quo. Many are unhappy with the ethic that stresses success and the accumulation of wealth and affluent living. Such a life has no meaning in depth for them. They feel powerless in their individual lives and in their community. Studies indicate that currently various groups of youth are attempting new life styles as a response to automated technocracy. The total education of the individual includes the development of ethical, moral and spiritual values in which the family, educational and religious institutions, as well as informal sources have their unique role. The inculcation of these values in the individual child, once viewed as one of the primary functions of religion, must be seen as one of the purposes of public education. Practically, this is necessary, since over half of America's children never receive even a modicum of religious education. Furthermore, it is necessary because there has been a growing question of the effectiveness of religious education in teaching values. Religious leaders and institutions who are aware of their real limitations should encourage every attempt to have the public schools and other educational systems educate children in values as well as facts.

Education in values does not require specific curricular courses, but courses in literature, art, music and other subjects can be formulated to lend their content to "value education". Civics, current events and personal or family life courses are ideal situations in which to raise questions of significant values. Beyond courses, the entire atmosphere of the school from the beginning years must be created to impart positive values.

Within its own specific sphere, the religious institution has its role in influencing children and families. The traditional form and content of church and synagogue programming must be honestly evaluated and new, imaginative experimentation carried out. With the imaginativeness of current leaders, religious school classes should equal the educational experiences of the public schools. Above all, if religion is to establish and maintain contact with youth, it must be relevant.

Values cannot be learned in a vacuum, and when they are taught, they must be related to the child and the world which he experiences. Education in ethical, moral and spiritual values must be a shared responsibility and coordinated effort between all religious denominations, the home, school, communications media and other agencies in the community.

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[1] Also see Youth's Role In Society Section, Challenges and Reformation of the Value System, p. 28.

Attitudes toward war, race relations, public education and personal morality must be re-examined in this era of tension and change. A recognition of the potential of youth for solving social problems is imperative.

D. LEISURE TIME ACTIVITY

The importance of planned recreation for a life of fulfillment for young people in America continues to be manifest as youth seeks its place in a society of challenge and constant change.[1] As the work week approaches 30 and 25 hours and as increased annual vacations are being granted, the established goals of year-round programs of recreation, designed for all age groups with their varied interests persist with even greater urgency.

Aristotle distinguishes between two kinds of serious activities in which man can engage. One is labor, toil or business—the kind which produces wealth and earns a man's subsistence. The other he refers to as "leisure activities"—the kind of work which produces not the goods of the body, not the comforts and conveniences of life, but the goods of the spirit and civilization. These include all the liberal arts and sciences, and the institutions of the state and religion.

As for play or amusement, Aristotle acknowledges that, like sleep, it is important to one's well being. It provides relaxation and refreshment; it washes away fatigue and tension caused by subsistence work or leisure work.

Is it good for man and society to have much free time? If it is used in passive forms of amusement and desperate measures to kill time, then it is obviously not good for man or society. This could lead to degeneracy. But if people use their leisure time to develop their faculties, to grow mentally, and to participate in society and culture, more free time could enrich and ennoble human life and society as a whole.

Increased leisure time has become big business for commercial interests. Boating, skiing, tennis, flying and various other activities are provided for the affluent American. Well established volunteer groups, such as the YMCA, YWCA, churches, Girl and Boy Scouts and Boys' Clubs are supporting and providing recreational centers for the youth.

Park districts provide space for passive activities such as enjoying green grass, trees and flowers. The larger ones also have areas set aside for participation activities such as tennis, golf, swimming and recreational centers. Dr. Prezioso, President of the National Park and Recreation Board, has said there is a growing demand from the public for more participation activities within the local parks.

Urban areas are faced with increasing population and almost prohibitive prices for property. Cities are brick yards and will become more so. Outdoor recreational space must become increasingly multi-functional in order to fulfill recreational needs. There is evidence that there has been some response to the needs in certain disadvantaged neighborhoods. Volunteer organizations are receiving funds to provide recreational and educational centers, but it is just a start in the right direction. Unfortunately most of the activities are geared to the summer season and the needs require year around attention.

The provision of leisure time activities and opportunities as a collaborative effort is very well demonstrated by an exciting and innovative program initiated by the Chicago Public Library. Early in 1969, the library was successful in obtaining a grant of $160,000 under Title I for the establishment of a Neighborhood Library Center at the Douglas Branch Library in the Lawndale neighborhood. It is loosely described as an educational and cultural supermarket designed to motivate the non-reader and non-user of the library. Book centered programs of an informal nature are featured including many recreational and leisure time activities such as play acting, story telling, puppetry, educational games, reading clubs, films, recorded concerts and similar techniques.

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[1] See also Youth's Role in Society Section II-C Elective Activities of Youth in Society, p. 33.

The auditorium which had not been used in years was redecorated and brightly lighted. Then a staff member was delegated to make field contacts with schools, churches and other community organizations to disseminate information about the center. The plan for bussing elementary classes to the center on a systematic basis is now operational. The effort, the first of its kind in Chicago, is a cooperative effort between the Chicago Public Library and the Board of Education. In all, eight schools participate in the program.

Included in the library outreach program is a bookmobile, and in cooperation with the Chicago Housing Authority, the library is providing books and other materials to residents of housing projects through the establishment of reading and study centers. The central purpose is to introduce the library to those who have never been touched by it.

Ideally, the home, the school and other community facilities, where a child can read, listen to music, watch television, think and pursue hobbies, should play an important role in leisure time activities. There should be opportunities for the child to experience a change of pace from organized and structured activities.

The mainstream of organized recreation in recent decades has been sustained through a framework of the public authority. Although, in Illinois, the park district is the most effective instrument for promoting the recreational welfare of citizens, the state government is fostering more and more recreational services. Civic, fraternal and social organizations, as well as religious institutions, contribute to the needs of specific groups.

Perhaps because the development of organized recreation has been on a local basis primarily, collection and dissemination of information about innovative and successful recreational projects has been lacking on any state-wide basis. No one organization has had responsibility for providing professional consultation on the development of recreational resources in a community. Many responsible persons making decisions and establishing policies regarding the needs for public recreation, measure these needs in terms of their own recreational participation which is often limited and narrow; and as a result, the programs reflect provincial support. Improvement of programs depends upon greater cooperation of professional agencies and organizations concerned with leisure as well as the support and participation of parents. Factors that will influence successful programs of recreation in the future are the provision of adequate facilities, finances, leadership and school responsibility—all dependent to a great extent upon collaborative community effort.

There is an urgency to have surveys completed to identify potential recreational space and to utilize available facilities to the maximum. The greatest waste of investment in buildings continues to be the public school, although some progress has been made in developing the school-community recreation plan.[1]

Greater functional planning of recreational resources to use space and sites that have been wasted and a new approach to the design of areas and equipment are needed.

Federal and state governments support programs for conservation of natural resources, the development of parks and controls effecting fishing and hunting. Local governments have the primary responsibility for financing organized recreation and, in many communities, this has meant a sub-standard program. In order for leisure time programs to be up-dated, it may be necessary to broaden the base of financial support from both the public and voluntary sources. The effective collaborative project sponsored by the Chicago Public Library, mentioned earlier, is financed from federal funds. Foundation funds might be available for certain aspects of recreation programs, such as research and personnel training.

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[1] See also V-A Collaborative Efforts in Education, p. 101.

Compounding the total problem of providing adequate programs of leisure time activities is the shortage of professional personnel, especially those qualified to give leadership. The complex society of the next quarter century will demand leaders with broad technical skills and an extensive knowledge of human behavior and relationships.

All humans need and desire rewarding recreational experiences from early childhood, through the period of youth, adult life, and in the "senior" years. Dynamic school curricula must reflect concern for instruction in all types of recreational skills. Other resources of the school, teaching personnel when qualified, and the school plant as a recreational and community life center, must be used in collaboration with those of other appropriate community organizations.

E. OBJECTIVES OF CULTURAL PROGRAMS

At the 1960 White House Conference on Children and Youth, Dr. Abraham Heschel, Professor at the Jewish Theological Seminary of America, said, "The agony of the contemporary man is the agony of a spiritually stunted man. We prepare the pupil for employment. We do not teach him to be a person. We train the outward man; we must not neglect the inner man. We impart information; we must also foster a sense of appreciation."

Because cultural opportunities in programs of literature, music, art and drama take on the functions of indispensable perceptual training, they must be looked upon as basic curriclum for all students rather than the privilege for a few.

The real function today of cultural offering is not only to give pleasure which is important in itself, but to give the percipient new horizons and to acquaint him with a part of the world and a part of himself he has never experienced before.

Today's society is culturally pluralistic and the presentation of all cultures can help the many different groups in a multi-racial and ethnic society, relate, understand and co-exist.

Communities in Illinois have been fortunate enough to have participated in several pilot projects in the cultural field. Because they clearly illustrate the collaborative role of diverse agencies, one such example is described.

The American Foundation for the Dance, collaborating with the Illinois Arts Council, University of Illinois, local school districts, Title I projects, service clubs and business concerns introduced thousands of Illinois students to ballet. In the local communities, lecture demonstrations were held and then on a Saturday students were bussed to the University of Illinois Assembly Hall to see an actual ballet presentation in full scale. This kind of collaborative effort gave not only a pleasurable and exciting audience experience to students but also afforded them an in-depth exposure of real significance and provided a valid learning experience.

Children must learn how to be an audience. This is an acquired ability. There can be no doubt about the need to help people live effectively and constructively together in a large, pluralistic, urban society.

Throughout the country, business and industrial leaders are pleading for young people, not only trained in skill and technique, but also able to live effectively with themselves and thus their fellow men. A deepening of the cultural spectrum in education is too valuable and too important an area to be offered as pot luck. These kinds of offerings should be for all children in every district of the state not as an afterthought but as an integral part of the school day and program.

III. PROBLEMS RELATED TO SPECIAL GROUPS OF CHILDREN

Society has failed major groups of children, such as those in need of special education and those subjected to discrimination and prejudice, many of whom are victims of poverty.

A. PROBLEMS OF SPECIAL EDUCATION

The incidence of handicapping conditions present at birth or developing shortly after birth has not changed and is not likely to change during the next 10 years. The more important conditions are those resulting in hearing and visual impairments, congenital heart and renal disorders, various metabolic, orthopedic and cosmetic disorders and the different forms of mental retardation and cerebral palsy. Accidents in children are of tremendous importance in causing disability.

Until the enactment of the Mandatory Special Education Act (H. B. 1407) by the 74th Illinois General Assembly in 1965, more handicapped children were denied special education than received it. Perhaps the most significant piece of legislation to benefit handicapped children in Illinois' history, this law is based on the principle that public education is the right of all citizens, including the handicapped. The mandate of the law was that each school district in the State should provide special education programs for all handicapped children by July 1, 1969.

At the risk of oversimplifying the challenge, school districts are confronted by two immediate objectives: (1) to provide the classrooms, and (2) to provide the trained teachers and other personnel to staff the required special education programs, both of which suggest the problem of early identification of handicapped children.

The greatest of these problems, however, is that of the insufficient number of personnel, both professional and paraprofessional. There are questions of the use of personnel, the training of non-professionals and volunteers, including parents, to assist in serving handicapped children. What can be done to acquaint young people of the needs and opportunities to encourage them to seek training in one of the disciplines that serves handicapped children?

An additional major need which also relates to personnel shortage is that of parent counseling. Twenty-one of the County Assessment Committees pointed out the urgent need for improved counseling services both in quantity and quality. These counties were located in all regions of the State and in both urban and rural areas.

It is extremely important that school districts work together to provide services to handicapped children. The administrative unit should be broad enough to provide effective services. Problems and needs indicate the importance of planning collaboration among all agents offering some educational services.

B. DISCRIMINATION AND PREJUDICE

An accepted postulate is that the psychological development of any individual is a function of his innate endowment, of his primary experience within the family, and of his childhood and early adult extra-familial interactions with both his subculture and the major culture groups. It follows then, that the major culture is an important factor in the shaping of the personality structure of members of any minority group that constitutes a subculture of the larger society. In the United States, this has been observed in several religious minority groups, the poverty-stricken, a number of immigrant European groups, the Mexican-Americans, Puerto Ricans, and the American Negro, as well as the native American—the Indian.

Specific patterns of behavior are developed in the child's efforts to find ways to cope with the conflict and confusion stemming from segregation and prejudice. However, the nature of the pattern of behavior developed depends upon interrelated factors, including the socio-economic status of the family, the parents' cultural and educational background and the stability and nature of the family relationships. Therefore, it is inaccurate to assume that the poor and the minority group children are culturally deprived and not motivated to learn. There are children in all groups with limited experiences and inadequate motivation.

It is recognized that there are extreme differentials of educational opportunities within single urban school districts and between school districts in different parts of the state, the result of which is evident in such specific problems as:

1. The growing alieniation of Negro and other minority group students and parents from the life of many schools in the state.
2. The failure of some schools to (a) reverse the declining quality of education and (b) offer instruction that will remedy the accumulated lack of effective learning experiences.
3. Growing racial and ethnic school segregation which is not being confronted effectively, either by state or local educational agencies.
4. Widespread inattention by school and other governmental agencies to community conditions that seriously diminish the educational opportunity of children. Among these are: serious malnutrition, sub-standard housing, and far-reaching inadequacies in health care.

Education is viewed by many minority families, not unlike other families, as an avenue for achieving status and security. Yet, many of their children find barriers erected, especially if they attend segregated schools. In 1965, the picture was described as follows:

> "It is now clear that American public education is organized and functions along social and economic class lines. A bi-racial public school system wherein approximately 90 per cent of American children attend segregated schools, is one of the clearest manifestations of this fact . . . The class and social organization of American public schools consistently makes for a lower quality of education in the less privileged schools and less adequate educational facilities than those attended by more privileged children. Teachers tend to resist assignment in Negro and other underprivileged schools and generally function less adequately in these schools; they are less adequately supervised and tend to see their students as less capable of learning. The parents of the children in these schools are usually unable to bring about any positive changes in the conditions of the schools."[1]

Similar conclusions were presented in the 1964 report to the Chicago Board of Education by the Advisory Panel on Integration of the Public Schools. For example, it was reported, "the data for the 78 sample elementary schools indicate that the Negro schools, especially those in low education areas, compared with white schools, have larger proportions of teachers who hold temporary certificates, smaller proportions of teachers with Master's degrees, and small proportions of teachers with at least five years of experience."[1]

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[1] Clark, Kenneth B., American Education Today, *Integrated Education*, Vol. III, No. 6, Dec. 1965-Jan. 1966.

Deutsch[2] has written that "the school does little to mitigate the negative self images that many disadvantaged children have developed before they enter school." He has found that many teachers respond to these children "by establishing more expectations, anticipating failure, and true to the Mertonian self-fulfilling prophecy, find an increasing rate of failure. It would seem that many are passed along and are graduated to fail in their next step (employment or college) toward achieving the American dream. Many of these failures have been traced to the inadequacies of their education."

Several excerpts from the statement of the Committee on Minority Group Children (of The Joint Commission on Mental Health of Children) summarize the situation. "Racism is the number one public health problem facing America today" . . . "This committee believes that the racist attitude of Americans which causes and perpetuates tension is patently a most compelling health hazard. Its destructive effects severely cripple the growth and development of millions of our citizens, young and old alike" . . . "There must be massive out-pourings of resources, both financial and human, if the problems are to be resolved."

Each child comes to school with his individual physical, social, emotional and environmental experiences and first of all he should be accepted with reinforcement of those experiences. Use should be made of the content of his experiences to enable him to survive in his own environment before new experiences are added. The type of approach needs to be changed throughout all education, but new evaluative criteria are needed. Little is known about how children from different cultures learn.

There is need for change in attitudes toward cultural differences. The Cook County Sub-Committee on Education reported, "a serious lag in reformulating curricula and instructional materials to take account of the broader world of racial and ethnic diversity, of fundamental changes in the scientific and technological order of our society, and of new dimensions in the social sciences."

Other County Committees recognized the dangers of prejudice and offered a variety of recommendations pertaining to changing attitudes.

Television is omnipresent in the lives of most children and education needs to know how and what children are learning from it. Educational television does not have the built-in drama of commercials. What can be learned from these in new techniques for education?

The basic problem is the failure of school systems to lend themselves to utilizing the cultural experiences of children. Radical changes in the philosophy and methodology of education must be achieved to provide quality education for children from all groups.

One proposal for securing a better quality of education for children suffering the effects of discrimination is that of the State's making available to parents a specific annual sum of money as a legal right of each school age child, so that parents could select a school of their choice. Although proponents of the suggested plan believe that competition and more parental involvement would contribute to changes in power structures and improved quality of education, one result would be the use of public money to support private education which is not legal at the present time.

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[1] Hauser, Philip, et al., Report to the Board of Education, Chicago, by the Advisory Panel on Integration of the Public Schools, March 1964.

[2] Deutsch, Martin, Some Psychological Aspects of Learning in the Disadvantaged, Integrated Education, Vol. III, No. 3, June-July 1965.

If it were possible to use public funds for private education the state would continue to have the responsibility to educate those children not accepted by private schools. Discrimination would be increased by the private schools' raising tuition to cover full cost of education and rejecting children of deprived backgrounds. Administrative problems of program planning would be insurmountable in that the number of children to plan for would not be known.

The main issue of the proposed plan is the quality of education provided in deprived areas and the Committee affirms the necessity for a strong public school system in order to achieve a successful democracy. The problems of the school are a reflection of the problems of society. It is especially important to enlist the total community in the attempt to solve the problems of housing, discrimination and racism. To halt the epidemic of failure in certain schools will demand the whole-hearted efforts of many segments of society for until these basic problems are solved, efforts to improve the school system can not succeed.

Recognizing the right, and even the desirability of individuals and organizations to support privately alternate systems of education, public funds in an ever greater measure must be devoted to the ever increasing needs of the public school system. Reaffirming faith in the public school system as a democratic institution, it must be supported and improved by every possible means.

C. PREPARATION OF PERSONNEL

Shortages of professional personnel have been among the most serious in the manpower situation. A variety of job market factors, notably the Great Society Programs in the fields of medical care, education and social welfare, has increased the demand for physicians, nurses, teachers and social workers who were already in short supply.[1]

A core curriculum recommended to the Illinois Board of Vocational Education in 1966, by the Illinois Department of Labor, would supply occupations in health services and was said to be justified by the rapidly increasing demand for sub-professional health manpower.[2]

> "The most critical problem in education today is to recruit, train and retain quality personnel to staff the nation's schools. Nor will there be any easing of the teacher shortage in the near future. These are the chief findings of an assessment of education manpower needs made by the U. S. Office of Education. Future needs, according to the report, demand a more efficient use of staff, with aides and assistants taking on routine duties while teachers operate at various professional levels—interns, staff teachers and master teachers. Such differentiated staff 'suggests that a college education might not be the only route to a teacher career.' "[3]

Manpower requirements in educational services will grow rapidly as more young people attend schools at all levels and as government programs expand to provide vocational and adult education, education for the poverty stricken and the unemployed.[4]

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[1] Employment of Youth in Illinois, Today and Tomorrow, Illinois Department of Labor, February 1968, p. A-59.

[2] ibid, p. 74.

[3] "Manpower", U. S. Department of Labor, Vol. 1, No. 5, June 1969.

[4] "Employment of Youth in Illinois, Today and Tomorrow," Illinois Department of Labor, February 1968, p. A-64.

In addition to the number of educational and supportive service personnel needed, greater emphasis must be given to the knowledge, understanding and attitudes of teachers and paraprofessional personnel as an element of the quality of all types of education offered.

Some colleges and universities are educating in the use of new concepts in child development although many are not doing so. At present, prospective teachers planning to teach pre-school children are trained in elementary education and must make their own adaptations. There are no special programs for teaching children with certain handicapping conditions.

There is a need to include in all training, courses that will assist teachers and other staff to understand their subjective reactions to children with handicapping conditions. The regular classroom teacher is a key person in the team approach and there is much evidence of a lack of recognition of individual needs and a lack of stimulation to develop individual potential. Such observations give rise to questions about quality of teaching and accountability. Evaluation of teaching and its effects is a responsibility of school administrators. A favorable trend in public schools is to maintain the handicapped child as a part of a regular classroom to the extent possible with his reporting for special training to special classes. The "resource room" is working very well in a number of communities as is the method of the use of the itinerant teacher. Special education training, therefore, should be a part of a total Department of Education within a university and not isolated from general education.

In addition to the lack of understanding of the individual needs of handicapped children there is also a lack of preparation of teaching personnel for understanding the social milieu, cultural and religious heritage of minority groups. Teachers need to be aware of various social forces and their own subjective evaluations.

Books and other instructional materials are related to the majority group of white Christians. Both black and white children are deprived by educational systems which provide teaching and teaching materials related to only one segment of our society. The same condition is manifest in the exclusion of recognition of the Jewish heritage and religion. Thus, the positive roles and contributions of a number of groups do not become known to children and as a result, prejudice is stimulated and solidified.

The Center for Inner-City Studies, a branch of Northeastern Illinois State College, is training persons who can act as technical consultants in the development of educational materials which recognize and relate to the various minority groups. Development of such materials is a necessity because of the dearth of relevant published materials.

Teacher training institutions cannot do the job alone. The cooperation of both public and private schools is needed by the universities to provide training facilities for student teachers.

IV. STATE COLLABORATION IN EDUCATION

A. PUPIL POPULATION

For a number of years the hue and cry in education, both in Illinois and nationwide, has been the phenomenal rise in educational enrollments, often referred to as the "population explosion". The answer as to whether this trend will continue is to be found in birth statistics. According to Clyde A. Bridger, Chief Statistician, Department of Public Health, the

State of Illinois experienced a peak in resident live births in 1957, at 239,871. Since then, each year has witnessed a decline until the year 1966, last on record, shows 201,284 births for the State. Using probability ratios tracing the various cohorts of children in the school population step-by-step from birth to twelfth grade and selecting hopefully appropriate multipliers, the school population of Illinois has been projected to the year 1980-'81. The elementary population (grades 1-8) was expected to reach its peak in 1968-'69 at 1.7 million pupils and to decline steadily to approximately 1.1 million pupils in 1980-'81, unless the birth situation reverses itself prior to 1975. The high school population (grades 9-12) can be expected to achieve its maximum figure in 1975-'76 at the 699,000 pupil level, unless there is a marked trend in the direction of still fewer dropouts than experienced lately. The high school enrollment, according to the projection referred to, would decline to 624,000 by 1980. The college enrollment peak would probably not occur until 1980 and might be delayed beyond that point, if popularity of college attendance continues to increase.

B. STATE RESPONSIBILITY FOR EDUCATION

Many educators believe that long-term planning for elementary and secondary education must be done at the state level and that leadership must be assumed by the state Departments of Education and state legislators.

State agencies, such as the Departments of Children and Family Services, Mental Health and the Department of Corrections operate educational programs without responsibility to the Office of the Superintendent of Public Instruction although there is some collaboration on a voluntary basis. There is no one to receive guidance for the development of educational programs.

Some federally funded programs are locally operated. Although examples of cooperation and coordination between public and private schools might be cited, there is no guidance for such at the state level, nor are private schools required by law to meet state standards.

Such lack of coordination gives rise to concern about the standards and quality of education, the authority for provision of equitable opportunities to meet individual educational needs and the lack of dissemination of information from the findings of research. There is need for a State Board of Education similar to the Board of Higher Education with authority to act as a coordinating body in a number of areas if all children of the state are to have an equal opportunity for quality education.

C. PUBLIC AID TO PRIVATE EDUCATION

It is the responsibility of the State to provide education for all children within the state and as one of the basic institutions of a democracy, the public school system must be supported and strengthened. However, traditionally, a large number of families for various reasons, have chosen to send their children to private schools, paying tuition in addition to their tax assessment for public schools. Because of the realities of increased cost of education, the majority of people believe that there must be some accommodation of tax support of private education if private schools are to continue. The real problem is what form this accommodation should take and how far it should go.

For objective consideration, the following principles should be kept in mind:

PRO	CON
1. The State Constitution provides for the education of all children.	1. The U. S. Constitution provides for the separation of church and state.
2. Where tax money is spent, there is not only a right but an obligation to establish and enforce standards and require accountability.	2. Tax funds should not be used for the promotion of any one religion.
3. Government has the responsibility of developing programs on a mass basis to meet the needs of the greatest number of people. However, government also has a responsibility to develop within the mass programs, flexibility to meet the needs of smaller or minority groups of people.	3. Private (voluntary-non-tax) groups have a right to operate independently without government restriction and supervision except in those parts of the operation which adversely affect the individual or society.

Although no legislation was enacted, members of the Legislature considered the following proposals during its 1969 session:

1. Purchase of service, as in terms of the purchase of service from Child Care agencies and as is being done by the Office of the Superintendent of Public Instruction for emotionally disturbed children. A part of this proposal was that the State should set the curriculum and enforce standards for those programs for which tax money is accepted by the private schools.
2. Increase of shared time between private and public schools for certain programs. This would involve the exchange of the use of buildings.
3. Ancillary services, such as bussing and school lunches, to be made available on an equal basis.
4. Payment of the basic cost of education to the private schools.
5. Allowance of a basic cost to parents to purchase education from the school of their choice.

Although the public school system, as a basic democratic institution, must be supported, strengthened and recognized as available to all children, there are also values to society in the continuation of private schools.

V. COLLABORATIVE EFFORTS IN EDUCATION

An important factor in the direction which the role of education will take in the decade ahead is the movement toward increased equality of opportunity for all. Encouragement of the best intellectual and social development of children and youth presents a major challenge that will require active participation on the part of community leaders, parents, teachers and school administrators.

Among the community agencies, both public and private, in which collaboration with school systems should be increased are park boards, churches, libraries, museums, recreation commissions, law enforcement agencies, Chambers of Commerce, youth-serving agencies and city and county governments. There needs to be more awareness of problems of school boards which will require an increased sharing of information by school boards with community agencies.

A. INCREASED USE OF SCHOOL FACILITIES

It has long been a primary target of school building planners to achieve multiple use of school facilities. This is understandable both in terms of economy of design and of enrichment of educational function.

Notable instances of past achievements include combinations of: gymnasium-auditorium; lunch room-study hall; spectator-gymnasium stations; corridor-auditorium; laboratory-lecture room; auditorium-lecture room; joint use of land for school and park purposes. No doubt the future will see daring innovations as completely moveable walls promise greater flexibility in the size and use of instructional spaces. The use of such devices is related to effectiveness, suitability and need for economy.

Summer use of school facilities as a technique for increasing the use of the educational investment is not a new idea. Many universities today operate practically year-round programs.

Another virtual year-round pattern which, however, reduces considerably in the summer months, consists of summer improvement or enrichment programs combined with the standard 180 day school year. Programs of this type are employed in approximately one-half of the urban school systems and a majority of colleges in America. The practice extends to practically all states in the Union.

The recorded examples of year-round instruction plans include: (1) rotating quarter plan; (2) full-year required attendance plan; (3) regular school year plus optional summer attendance for improvement and enrichment. Plans (1) and (2) have virtually passed out of existence and although the dictum of the past seems to favor a school year of approximately 9 months duration accompanied by a summer schedule for enrichment and improvement of 6-10 weeks duration, the question should be faced with an open mind by communities.

It was recommended by the 1960 White House Conference that "all school plants and facilities be available on a 12-month basis for educational, vocational and recreational purposes under adequate adult supervision."[1]

However, relatively little has been done to explore the advantages and possibilities of implementing that recommendation. Although 80 County Assessment Committees recommended the expansion of existing recreational facilities or the creation of new ones, only about one-sixth of this number included the use of school facilities beyond school hours as a resource. Neither was there emphasis on the use of school buildings for adult education and cultural activities.

Through collaborative community effort, apathy or resistance to the use of buildings and grounds for vocational education and recreational purposes could be overcome. Plans could evolve resulting in both economy and other benefits to the community.

B. BUSINESS ADMINISTRATION OF SCHOOLS

There is much question about the increasing cost of education on the part of legislators and the general public. Education, which involves 60 million people, including students, has become big business and has need of modern business methods. There are tremendous logistical problems, inefficient administration, inadequate or non-existent accounting systems, a lack of any system for identifying persons with administrative ability and a lack of administrative training programs. The failure of bond issues for education is closely related to the inability of school systems to show that available money is used efficiently.

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[1] Recommendations Composite Report of Forum Meetings, 1960 White House Conference on Children and Youth, No. 151, p. 21.

Business practices that have proved helpful to industry are unknown to most school systems and there is need for an objective evaluation of the business practices and methods of each. Collaboration at the community level between leaders in industry and school administrators could do much to correct the identified problems.

C. SCHOOL PUBLIC RELATIONS

New ideas, new methods, new materials, new equipment and the extension of curriculum into new subjects have changed educational programs drastically in recent years. It is essential that the public be informed about curriculum and ancillary services, finances, personnel and administration to gain the understanding needed to support better educational programs. It is also essential that the point of view of the community be known to and understood by the school administration.

A crucial problem in achieving this two-way communication is the apparent reluctance of school boards to expose school problems to the public and a tendency to ask for support only when concerned with finances. Lack of information about programs and the increasing costs gives rise to considerable question as to whether money already available is being used judiciously. As elected representatives of the community, school boards have a primary responsibility, both to inform the community and to obtain the community's point of view.

School board members, as decision makers in the educational program in their community, should be knowledgeable enough to enlist the services of experts, such as public relations persons when they are needed. If it is sought, there is much voluntary service available in the community. With leadership from the school board, other agencies in the community, such as those representing business, industry or fraternal organizations can fulfill a valuable collaborative role in the two-way process of informing the general public and the school board.

Another crucial problem often is the failure of school boards and school administrators to understand and abide by their respective functions, thus creating much confusion on the part of the public leading to alignments with two opposing factions.

> "Boards of education have a unique role because of their position as decision makers. They are the designated leaders among citizens who must adapt general state educational policy to their local communities. They are legally responsible for making decisions based upon recommendation of their administrative personnel in regard to important questions, such as (1) shall school personnel be assigned to perform the actions necessary to bring about innovations in the school program? (2) What part of the school budget shall be used to foster innovation? (3) Which programs shall be inaugurated and implemented in the regular school program?
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> "Since the board is the legal agent for local school programs, it is important that it be informed and understand the pros and cons of innovation and the innovative process. A failure to achieve this understanding will almost certainly jeopardize any change at some point where a critical and decisive judgment must be made."[1]

School administrators performing their functions through delegated authority from school boards must be aware of their role as leaders of professional staff and as professional advisors on educational developments to school boards. They must also be aware of the role of youth in student government, the formulation of curriculum content and communication.[2]

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[1] Education for the Future of Illinois by The Task Force on Education, 1966, pp. 70 and 71.

[2] Also see Youth's Role in Society Section II, Recommendation N, p. 44.

Although school boards have serious responsibilities, as described, there is no method or plan at present to help them realize the need to include the public in problems and decisions and no material and consultation available on how to do it. There is no evaluative system of school board functions which, if appropriately encouraged and developed, would be helpful to all sectors of the community engaged in providing and supporting education.

D. CONTINUING (ADULT) EDUCATION

Continuing (adult) education is the responsibility of the entire community and should serve and reach all levels of the population. An effective and meaningful adult education program will require close collaborative efforts between all formal and informal educational institutions in the community to initiate and maintain quality programs meeting the needs of the community.

Many people, because of rising expectations, desire for self-realization, development and promotional opportunities need to catch up vocationally, socially and culturally. Many of these who have separated from school at various points of their education want to return to complete a course of study suited to their needs.

People are working shorter hours today and this trend is increasing, resulting in a leisure oriented life style, mobility and the need for socially desirable activity for the time when they are not on the job.

It is estimated that youth entering the labor force today will make at least five changes in occupational fields in their life work, thus requiring a continuing educational opportunity and experience. Despite the emphasis given to completing high school, youth continue to drop out of school and thus limit their occupational opportunities.

The paradox of unemployment and underemployment of a large segment of the population, youth and adult, largely educationally, vocationally, economically and socially disadvantaged, and the large number of unfilled jobs is continuing. Today's accelerating technological changes have placed man, his education and work in a relationship in which education becomes a bridge between him, his work and his world.

Technology has advanced occupations to a point where skills and knowledge required for entry into, maintenance and advancement in jobs can be acquired only within an educational framework. The nature of the labor market is changing rapidly so that unskilled and semi-skilled jobs are becoming fewer and the emerging jobs are such that post high school and adult education are necessary to provide the knowledge, principles and skills to enable workers to enter into and to move upward in the world of work.

Re-education or advanced education is needed also for those already employed whose jobs are being eliminated.

The needs of different groups have been recognized by the Department of Labor and education and training have been made available through a variety of programs which involve industry, educational agencies, governmental agencies, public assistance administrators and other resources. Such programs include the following:

MANPOWER DEVELOPMENT AND TRAINING (MDTA)—helps the jobless or underemployed be trained for existing jobs through institutional training in the form of classroom instruction; pre-apprenticeship training; on-the-job training (OJT) or "coupled training"—a combination of institutional and on-the-job training.

JOB OPPORTUNITIES IN BUSINESS SECTOR (JOBS)—a program to hire and train 614,000 disadvantaged persons by June 1971 through the joint effort of the Department of Labor and the National Alliance of Businessmen (NAB). It involves a commitment by business to hire disadvantaged workers and train them on the job.

APPRENTICESHIP TRAINING—helps men and women, ages 17 to 26, (veterans may add their years of military service to the 26 age limit), become apprentices to learn one of the more than 350 skilled trades and crafts. The Labor Department promotes the program among labor and management groups.

NEIGHBORHOOD YOUTH CORPS (NYC)—is for young people in or out of school, 14 to 21 years. The in-school program includes young people who work 15 hours a week, and in the summer, 40 hours a week; out-of-school young people, 16 and over, get on-the-job experience so they may step into the job after NYC training.

WORK TRAINING IN INDUSTRY (WTI)—is part of the Neighborhood Youth Corps out-of-school program and gives work experience and training in private industry to young people not ready for placement through the usual channels.

WORK-EXPERIENCE TRAINING—for poor adults and youths, which prepares them for regular jobs or formal training, such as apprentice training.

OPERATION MAINSTREAM—is a program for persons age 45 and over, paying impoverished older persons to improve their communities. Most of the work is done in rural areas and small towns.

NEW CAREERS—persons 22 and over who like work associated with the professions are trained as para-professionals where labor shortages exist, through the avenues of classroom instruction, on-the-job training and remedial education when needed. A definite career ladder is built into this program.

WORK INCENTIVE PROGRAM (WIP)—enrolls persons on welfare rolls into self-supporting jobs through training and job placement and basic education.

APPRENTICESHIP OUTREACH—finds and prepares youths for the apprenticeship training programs provided by industry.

JOB CORPS—for vocational training at established centers for school "drop-outs," ages 16 through 21 from low income families.

YOUTH OPPORTUNITY CENTERS—200 centers located in major cities where youth aged 16 through 21 may go for counseling, testing and job placement. Supportive services are also offered.

HUMAN RESOURCES DEVELOPMENT PROGRAM (HRD)—HRD works through the state employment service to find and give the disadvantaged help in getting and keeping a job. Counseling, referral and job placement are included.

STATE AND LOCAL EMPLOYMENT SERVICE (ES)—ES recruits workers, counsels, does referral work and other services.

APPRENTICESHIP INFORMATION CENTERS—AIC's are located in 36 major cities to help minority groups members and others find out about apprenticeship openings. Interviewing, testing and referral are included.

EXPERIMENTAL AND DEMONSTRATION PROGRAMS (E&D)—E&D projects test new ideas for preparing hard core unemployed for jobs.

CONCENTRATED EMPLOYMENT PROGRAM (CEP)—CEP's operate in urban or rural impoverished areas through local Community Action Program agencies and serve as clearing-houses for all manpower needs in the area. Local residents serve with business men on the board.

Advanced education is needed for those who are ready for and desire consideration for managerial positions.

The Illinois State Employment Service has made considerable advancement in the past 10 years, both in increasing the number and in raising the qualification requirements of counselors who work with job applicants in preparing them for job placement. The number of trained counselors in 1959 was 186 and in 1969 was 351. Counseling staff are encouraged and assisted to take graduate out-service training at recognized universities through payment of tuition and books to reach the now required standards for counseling.

In 1969, over 80% of the counselors had a Bachelor's degree and only 10% had less than 15 graduate hours in counseling.

One of the most important considerations for the next decade will be the need for continuing education and provision of equal educational opportunities regardless of age and circumstances. Education—not only of the young, but of the adults—is an integral part of the social fabric of our culture, touching on all aspects of life.

E. VOCATIONAL EDUCATION

1. THE NEED FOR VOCATIONAL EDUCATION

"The population of teen-age youth in Illinois, an important part of the labor force, is expected to double in the next two decades." Although youth are employed currently in many occupations lack of maturity, work experience and educational attainment limit the occupations available to most of them."[1]

Most employed teen-agers, nationwide, have unskilled jobs. "Of girls between the ages of 14 and 17 who are employed, almost half are private household workers. Another 16% are service workers of other types. The largest category (23%) of employed 14-17 year old boys are laborers and mine workers. Another 20% are farm laborers and foremen. The proportions of boys and girls in sales and service work are roughly similar.

"The number of young people who work while going to school has increased sharply. In the past two decades, the proportion of students among all young workers has doubled. These employed students include some of the 5 million students who are now enrolled in federally aided vocational classes."[2]

Thirty-three Illinois counties exceeded the state average of 25% of high school dropouts in the period 1960-64[3]. Twenty-three of these counties are in areas of currently moderate or substantial unemployment ranging from 3% to 6% and over.[4]

It was reported to the Governor's Conference on Manpower that manpower shortages will increase, hampering the expansion of nonmanufacturing industries unless public vocational and on-the-job training are extended. Even though manufacturing employment is not expected to expand, "Manufacturers will continue to be plagued by long standing shortages in the skilled and technical trades."[1]

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[1] Employment of Youth in Illinois Today and Tomorrow, prepared by the Illinois Department of Labor, p. ii.

[2] The Nation's Youth, Children's Bureau Publication, No. 460, prepared by U. S. Department of Health, Education and Welfare and the Population Reference Bureau, Inc., Chart No. 30.

[3] Preliminary Report on 1969 Employment Prospects for 33 Selected Occupations Utilizing Employment Service Local Office Job Openings, Illinois Department of Labor, Bureau of Employment Security.

[4] Governors' Conference on Manpower, Background Statistical Materials prepared by: The Illinois Bureau of Employment Security and The Institute of Labor and Industrial Relations, University of Illinois, at Urbana-Champaign, p. 2.

National occupational trends show an increasing need for technical,[2] clerical and supervisory workers and a decreasing need for semiskilled and unskilled workers. The trends in Illinois agree substantially with the national trends. It is expected that 9 industry groups will expand in Illinois.

Growth Industries in Illinois Estimated Need For Manpower to 1975:[3]

Industry	**Projected Growth of Jobs**
Primary metal industries	2 or 3 times the national average
Health services	double in 10 years (or 10% per year)
Printing and publishing	up 50% in 10 years (or 4-5% per year)
Electronics and electric equipment	nearly double in 10 years (or 4-8% per year)
Food processing	modest growth, but 10% per year in frozen foods; and growth in bakery processes
Agri-business	400 agricultural implement mechanics per year
Chemical process plants	increase in ceramic, plastic; and adhesive plant employment will rise significantly.
Metalworking	500 "parts programmers" per year
Office industry	nearly 40% in 10 years (or 4% per year)

A list of over 100 occupations for which there was a shortage of workers and job openings listed at local Illinois State Employment offices as of December 1967, come under the general headings of:[4]

1. Professional, Managerial and Technical
2. Clerical and Sales
3. Service occupations
4. Processing occupations
5. Machine Trades
6. Bench work occupations
7. Structural work occupations
8. Miscellaneous occupations

Sixty County Assessment Committees from all parts of the State reported a variety of recommendations related to vocational education and employment for youth. Many of the reports covered various aspects of need indicating both a widespread and intense interest in identifying and meeting the need.

2. THE NEED FOR COLLABORATION OF AGENCIES IN VOCATIONAL EDUCATION

It is imperative that education change profoundly if it is to meet the needs of youth in the society which it serves. Such factors and conditions as technology, new knowledge, programmed learning, the movement toward increased equality of opportunity for all, a leisure-oriented society, job mobility, and the global aspects of education will greatly influence the educational patterns in the decades ahead.

A deliberate and systematic effort must be made to keep pace and even anticipate the increased educational demands of the changing industrial world. Educators and industry en masse must work closely in order to understand and evaluate the developing needs and problems in the area of technology. Only then will these needs and problems of the work world find their translation in educational programs.

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[1] Governor's Conference on Manpower, Background Statistical Materials prepared by: The Illinois Bureau of Employment Security and The Institute of Labor and Industrial Relations, University of Illinois, at Urbana-Champaign, p. 3.

[2] See Youths' Role in Society Section II, Economic Aspects, p. 36.

[3] Employment of Youth in Illinois Today and Tomorrow, prepared by the Illinois Department of Labor, p. 9.

[4] Ibid, p. A-58.

The attitude of many in our society that only those who can not succeed in college should be directed into vocational training has served as a deterrent to the development of meaningful vocational education programs. There is much pride in the industrial achievement of this country and the worth and dignity of those who contribute to it should be more widely recognized. A positive attitude toward vocational education should be promoted by educators, employers and others knowledgeable about its goals and needs.

There needs to be a change in community attitudes, including those of parents, who must feel that there is recognition and status in the jobs for which their children are trained. It will be necessary to cope with "drop-outs" for years to come and vocational training may need to begin at lower grade levels than at present. The Division of Vocational Rehabilitation of the Illinois Board of Vocational Education has greatly increased services of educational preparation for jobs and of counseling to young people with handicapping conditions. From 54 counselors, operating on a county basis 10 years ago, the agency now employs 177 with vacancies in 17 additional positions, operating on the area concept of a grouping of counties.

In the past, response of education to social upheaval has been that of reluctance to change—even determined resistance to change. It is the task of educational thinkers, both public and professional, to add to, delete from and to change the educational program to meet the needs of evolving society; to attempt to keep pace with man's increasing knowledge in all fields of education.

Most children and youth should have courses in basic technical skills as well as cultural subjects. Otherwise, they are deprived educationally. Vocational education programs must be offered in the context of general education and taught as a part of comprehensive education. Vocational education cannot be narrow and specific.

To encourage the best intellectual development in our children and youth presents a major challenge. Preparing youth through more relevant vocational programs leading to job opportunities and to meeting the manpower needs of a community will require active participation on the part of community leaders, parents, teachers and school administrators in planning for the educational needs of all our children and youth. Closer cooperative arrangements need to be made by schools, employment services and employers with significant involvement of community groups in planning for vocational training and youth's entrance into the labor force.

All youth being trained in the ten or more Area Vocational Centers in the State are enrolled in a "home" high school, thus, giving them the advantage of both basic cultural and technical courses. Another advantage of the Area Vocational Center — home high school plan over vocational schools, as such—is that with dialogue between educators and leaders in industry, equipment can be kept up-to-date.

It is expected that 40-45 Area Secondary Centers will be in operation by 1975, located within convenient transportation distance of all high school students in the state . . . A broad range of training program is planned with available supporting services for those students with special needs.[1]

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[1] Vocational Education in Illinois, 50th Annual Report, State of Illinois, Board of Vocational Education and Rehabilitation, Division of Vocational-Technical Education, p. 21.

Some industries prefer to do their own training and for some it is necessary because the equipment can not be provided in the school situation. All, however, ask that employees come with good basic education so that they are prepared to undertake training. There is a need for young people to be educated "to be better people", to learn to work together, to develop constructive rather than disruptive attitudes toward the requirements of the job situation.

It has been reported that employers frequently note the inadequacy of English and communication skills among vocational education graduates entering apprenticeship programs, jobs or post high school training programs. Emphasis should be given to technological terminology and expressions, business letter and report writing, the role and status of technical personnel and technical writing.

A major problem in training for certain occupations is discrimination against members of minority groups by unions and employers. In Illinois, The Urban Coalition, the State Employment Service and other groups are making attempts to change discriminatory practice on the part of contractors and unions.

The Military Draft Law is of concern because among other inequities is that of granting exemption to young men in a program of higher education. Many enroll in college to avoid the draft and the burden of military service falls disproportionately on those who do not go to college.

3. APPRENTICESHIP

By Congressional mandate, the Bureau of Apprenticeship and Training, Department of Labor, has the responsibility to encourage the establishment of apprenticeship programs and to help improve existing programs.

Apprenticeship programs, based on voluntary cooperation between management and labor, have been one of the major methods of entry of young workers into the skilled trades and crafts.

The traditional educational, personal and non-performance specifications for apprenticeships, restrictive hiring practices and often arbitrary limitations in number of apprenticeships have mitigated against the selection of and entry into the skilled trades by members of minority groups. To a large extent, such youths have been excluded from the opportunities to become skilled crafts-and tradesmen.

During the past several years, the Department of Labor has been working with both labor and management representatives to open apprenticeships for minority youth. Some inroads have been made, but the efforts have been directed to selected industries and related largely to industry with government contracts. The efforts have, however, not resulted in opening sufficient numbers of apprenticeships in a variety of industries to provide consideration of and opportunity for youths interested in the skilled trades, resulting in continuing exclusion of minority youth.

Many of the agreements and cooperative efforts directed to opening apprenticeships to minority groups have been developed at national levels, but have not been followed through to local levels where the apprenticeships exist; where the necessary training is available.

F. IN-PLANT EDUCATION—INDUSTRY RESPONSIBILITY

Across the face of America, business and industry are deeply involved in efforts to solve the crisis in jobs, training, education, slum housing—the social unrest of the disadvantaged. This motivation is not purely altruistic. Crime in the cities, violence in the streets has caused business to expand its horizons, to begin to measure the effect of its policies on the society it serves and functions within. Knowledgeable people agree that employing and training the disadvantaged—giving them a broader economic base and renewed faith in themselves and the world around them—will be a major step toward remedying the ills of poverty and discontent.

Race, according to law, is no longer a job barrier. Merit employment of qualified applicants is a fact in most companies. Yet in Chicago, 47% of the unemployed are Negro.[1] Most of them are men and women who lack not only special skills required today by industry but even the basic literacy, social graces, and the attitudes toward work needed to perform any job adequately.

Because of generations of discrimination, inadequate education and training, the "hard core" unemployed is predominately Negro. Nationally, two of three Negro families earn less than $4,000 a year. Negroes comprise 11% of our population, 21% of the unemployed. Lower income Negroes are increasing both in number and as a proportion of the total U. S. population; this indicates a perpetuation and growth of the problems that exist today. Other aspects of the problem were listed as follows in an article in the Harvard Business Review as it relates to situational, psychological factors impeding promotion of Negroes in industry:

1. Inadequate supply of Negroes with required education and experience for the managerial or supervisory opportunities that have recently opened for them.
2. No natural flow of Negro applicants for certain kinds of work.
3. Community prejudice, which is carried over into the work situation.
4. Rigid labor seniority rules, which prevent Negroes from getting into the stream of promotion.
5. Promotion from within, which means that the last man in is the last man up—an entering Negro is likely to be that last man.
6. Fewer available job openings at higher levels of management, particularly in smaller firms, which affect all candidates but especially those who differ from the accepted norm.
7. Lack of decent housing available to Negroes within reasonable commuting distance of plants in outlying areas.
8. Lack of coverage by anti-bias laws in some areas or frequent ineffective administration of such laws where they do exist.

Major psychological factors mentioned include:

1. Narrow and restricted image of promotability—deeply held by some members of management—which tends to set a ceiling on the advancement of Negroes.
2. Traditional stereotypes about individual companies and whole industries, which impede job applications by Negroes.
3. Executive fears of the effects of promoting Negroes.
4. Lack of Negro "success models" in management, which reduces the motivation of the average Negro to try to develop the needed skills.
5. Projection of blame—the belief that "they" (other levels of management, labor, clients, the government, and so forth), not "I" really block programs.
6. Rationalizing by managers who convince themselves that company policy does not apply in specific instances that fall under their jurisdiction.

The Illinois State Employment Service reports 79,000 unemployed[2], although it is estimated that there are approximately 100,000 available jobs. Chicago has one of the tightest labor markets in the nation with only a 2.4%[1] (seasonally adjusted) unemployment rate. Yet in some areas of Chicago the unemployment rate is substantially higher. The bulk of unemployed continues to be composed of the hard core jobless group including a high proportion of Negroes. Not only are there such areas in the inner city, but there are other regions in the state of high unemployment because of the number of persons in the localities without job skills.

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[1] "Area Manpower Review" Illinois State Employment Service, June 1969.
[2] Ibid.

Employers are establishing their own job training programs designed to provide unqualified employees with the basic literacy, social and job skills necessary to productive employment. Business faces, according to an Upjohn Institute report, "the prospect of an inadequate supply of workers, especially if the strong demand for professional and technological personnel and skilled craftsmen continue." Programs aimed at breaking this manpower bottleneck are therefore required, including on-the-job training and internships, perhaps for periods longer than necessary under existing practices and programs.

Some businesses are relaxing normal hiring standards—tests, high school diplomas, minor police records—in favor of selecting people who seem to have the potential and desire to learn. Industry is finding it profitable to seek out what are sometimes thought of as unemployables and to give them the training needed to provide their firms with a source of potentially skilled workers.

Industrial job training centers have been established in many of our major cities. These projects, while enjoying industry participation, are funded by the U. S. Department of Labor, the Bureau of Adult and Vocational Education, Department of Health, Education and Welfare, and the Office of Economic Opportunity. The Ford Foundation has also made grants to these projects. Participating firms receive a continuing supply of job-oriented applicants.

The two greatest needs from industry's point of view are: (1) to expand the effort to train and educate the unemployed so that they can take unfilled positions for which they do not now qualify; (2) to continue education for present employees where technological advances have mushroomed.

Industry has begun strong efforts to make maximum use of all available manpower. Work-study, motivational programs to help prevent dropouts, tuition aid for employees, in-plant training, basic and remedial education tied to on-the-job training are becoming more and more prevalent in the business community.

Some noteworthy efforts are "The National Alliance of Businessmen Program" and the initiative of many businesses in locating plants and training centers in inner city areas. In addition, we are beginning to experience more joint industry-education efforts to improve the quality and relevance of education.

Unless the quality of education can be improved, industry must take on a greater share of the education and training needs of those who are unable to obtain the necessary basic education in our public schools to prepare them for a productive role in society.

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[1] "Area Manpower Review", Illinois State Employment Service, June 1969.

RECOMMENDATIONS

COLLABORATIVE ROLES OF AGENCIES IN THE EDUCATION PROCESS

I. RECOMMENDATIONS ON EARLY CHILD GROWTH AND DEVELOPMENT

A. Legislation should be enacted authorizing the Office of the Superintendent of Public Instruction to direct school districts to provide or arrange with community agencies for in-depth studies of pre-school children in their districts. The purpose of such studies would be to determine individual needs that should be met to create the environment for achievement of learning potential.

B. Appropriate State Agencies, such as the Departments of Children and Family Services, Public Health, Public Aid, Mental Health, the Office of the Superintendent of Public Instruction, and local agencies including medical societies, should collaborate in establishing comprehensive child care centers throughout the State to achieve a needed central point of referral and to carry out the concept of total family care.

C. Day Care Centers, including after school and summer programs, should emphasize as their goals: personal growth and development, play, and appropriate learning experiences.

D. Pre-kindergarten programs, such as Head Start, should be conducted on a year-round basis. Legislation should be enacted making it mandatory that all school districts establish pre-kindergarten programs for all children, with enrollment being voluntary.

E. In the spirit of the original Head Start legislation, pre-kindergarten programs should reflect the mores, needs, and priorities of the communities where they are located. Supportive services should be provided by collaboration between school districts, the Departments of Children and Family Services, Public Aid, Mental Health and other appropriate public and private agencies through a formal arrangement in reaching out to children who need services. Participation of parents in planning and implementing programs should be considered essential.

F. The Office of the Superintendent of Public Instruction should employ specialists in early childhood education for consultation, program development and evaluation of programs.

G. The Department of Children and Family Services, in carrying out its obligations for licensing child care centers, day nurseries, nursery schools, kindergartens (operated outside regular school systems), play groups and centers or workshops for mentally or physically handicapped, should collaborate with the Office of the Superintendent of Public Instruction in developing the educational components of these programs.

H. The Department of Children and Family Services which makes available through its District Offices, pamphlets of its own publication on the criteria for evaluating nursery schools or day care centers and those of the National Association for the Education of Young Children; and the Association for Childhood Education International, and the Office of Childhood Development, should develop methods of disseminating this information more widely in communities. The agency should also find ways of making better known its responsibility for consultation on the needs of children.

Although the scope of licensing responsibility of the Department is known to children's agencies and standards are public information, a simplified statement of this responsibility should be developed and distributed in communities.

I. The Illinois Board of Higher Education should establish early childhood resource centers in colleges and universities to provide selected children's books, records, films, and film-strips, equipment and related materials to promote teacher and parent education. In communities where there is no college or university, mobile units should be provided by the Office of the Superintendent of Public Instruction, to make available exhibits, demonstrations, interpretation and/or supplies of these materials, manned by at least one qualified staff member.

MINORITY REPORT ON RECOMMENDATION I

The following minority report was filed in relation to the above recommendation and signed by the persons whose names are listed.

"We do not question that setting up resource centers in universities will help promote the use of such materials in teacher education. However, we seriously question whether the intent of promoting teacher and parent educaiton will be furthered by either centers in the universities or mobile units. Materials must be available at the local level. Expansion of the Instructional Centers of the Office of the Superintendent of Public Instruction, the Learning Media Institute of the Department of Mental Health and the public libraries would facilitate the procurement of materials appropriate to this age group for the education of parents and teachers in neighborhood centers and schools.

We recommend there be expansion of existing structures to include appropriate materials rather than the establishment of new units."

Signed:

	COUNTY		COUNTY
Annette Burrell	Cook	Helen LaTeer	Champaign
Robert B. Grant	Cook	Delilah Newell	Morgan
Barbara L. Doyle	Cook	Agatha Gummerson	Warren
Jan Krasa	DeKalb	Margaret Quane	Cook
Marion S. Laundry	DuPage	Geneva Henss	Rock Island
Sandra Stroner	Cook	Ted Vantrease	Franklin
Petra Harris	Cook	Dean Fogle	St. Clair
Josh Johnson	Sangamon	Janet Freund	Lake
Patricia Lock	Peoria	Jerome J. Shapiro	Coles
Susan Wolfe	Whiteside	Jim A. Monkman	Champaign
Marge Blake	DuPage	M. Elizabeth Clayton	DuPage
Donald J. Jones	McLean	Madeline Fobert	Cook
Mrs. Michael McGreevy	Winnebago	Jane Heckman	DuPage

J. School boards should adopt follow-through programs, transitional rooms, or non-graded classrooms to individualize instruction, to increase opportunity for the child's success and to meet needs of children.

Any school district that includes a preschool program in its regular curriculum should evaluate its entire curriculum through high school so that children may continue to build on the advantages gained through preschool education.

K. The utilization of paid or unpaid para-professional staff should be encouraged to supplement the individualization of instruction and to provide young children with additional opportunities for direct interaction with empathetic adults.

II. RECOMMENDATIONS ON LEARNING EXPERIENCES FOR SOCIAL LIVING

A. RECOMMENDATIONS ON EDUCATION FOR FAMILY LIFE

1. Although the family should be the primary institution providing family life education, schools should conduct family life education

programs starting in kindergarten and extending through high school, incorporating biological, psychological and inter-personal relationships. The content should be geared to each appropriate learning and readiness level of the child. Specifically included would be content on health, physical and emotional growth and development, dating, family economics, sex education and other aspects of preparation for marriage and family life.

2. The Office of the Superintendent of Public Instruction should develop guide lines for education for family life to be taught in schools from kindergarten through high school. In developing such a plan there should be consultation with the Illinois Association of Family Service Agencies, the Department of Children and Family Services and other appropriate groups.
3. Parents, personnel of community agencies and institutions, as well as the potential users of family life education, should be involved in the development and operation of programs for family life education.
4. Schools should seek the collaboration of personnel of the health, welfare and recreational agencies and religious institutions of the community in planning and giving courses in family life education appropriate to their specialty.
5. Because of widespread misunderstanding on the part of the public of the purpose and values of family life education, the school system should enlist the cooperation of community agencies and the mass media in preparing the community for the initiation and continued development of programs of family life education. All institutions and agencies engaged in supporting family life should enlist the cooperation of the mass media in the community in promoting the objectives of family life education.
6. Service agencies should consider additional measures of making known the opportunities and services available to families in the community. In addition to the fullest possible use of the usual methods of mass media and distribution of pamphlets, special provisions should be developed for reaching others, such as word of mouth effort by indigenous personnel.
7. School districts should provide for inservice education for all school personnel to ensure a sound, wholesome program.
8. All service agencies in the community should collaborate in re-evaluating their in-take policies and the quality of their in-take service, in order to determine the needs of persons applying and to enhance the service available.

B. RECOMMENDATIONS ON HEALTH EDUCATION

1. Health education should be an integral part of all dental, medical and mental health services. Since availability of health education in these areas is often dependent on the availability of service, there should be free public clinics or programs of these services for all who require them. Such clinics should assume responsibility for providing and disseminating health information to their patients and personnel should have recognition of differences in ethnic and cultural backgrounds and language barriers.
2. Health education should be one of the important elements in the comprehensive health care programs which are being developed under the requirements of the Child Health Act. County Boards of Health, representatives of public-private health and education services and other appropriate groups, including Chambers of Commerce, should collaborate in the development and creation of

the service. The Illinois Department of Public Health should have responsibility for the stimulation and monitoring of the development and execution of the program through the most appropriate and effective instrument on a county, multi-county or regional basis.

3. After the comprehensive health care program is in operation, a health education committee should be established, composed of health education and communication experts, as well as consumers to provide an on-going program for the future development, coordination, evaluation and promotion of health education.
4. The Illinois Joint Committee on School Health should be supported in their efforts to promote mandatory legislation for a program of health education to be included as a part of regular instruction in all public schools from kindergarten through high school, geared to appropriate learning and readiness levels of the children. Such a program should be developed by the Office of the Superintendent of Public Instruction and the Department of Public Health and require that the teaching be done by qualified and certified health instructors.

   In order to accomplish these goals, that part of the School Code relating to health education in the schools must be updated by legislative action.
5. The decision on matters pertaining to the dissemination of information on services which deal with the health of individuals but about which there are strong differences of opinion by the general public, should be made by professional personnel and not by political leaders. The responsibility of political leaders is to assure that the provision of these services are on a basis of choice and are not mandatory.

C. RECOMMENDATIONS ON ETHICAL, MORAL AND SPIRITUAL VALUES

1. All agencies should keep in mind the objective of teaching positive values in their practice since leisure time, education and religious personnel influence attitudes toward values.
2. The clergy and religious leaders of all denominations should seek methods of communicating with youth and developing cooperation with them in religious programming that is relevant to their coping with current social problems.
3. Religious leaders should take greater initiative in promoting ecumenical programs.
4. Religious leaders should take the initiative and give leadership in developing and supporting programs in the community which provide objective information on social issues of paramount concern, such as racism, peace and war and poverty.
5. Community leaders should encourage the dissemination of information about youth activities and affairs which strengthen moral and ethical values.
6. The different denominations of religion should cooperate to see that the values of justice and equity are not eclipsed; that loyalty to the state is not established as superior to the value of loyalty to the conscience, and that expediency shall not undercut standards of ethical and moral behavior.

D. RECOMMENDATIONS FOR LEISURE TIME ACTIVITY

1. There is an increasing need for professional recreational personnel. In order to insure an adequate supply of professional leaders,

the profession and schools should: (a) acquaint young people with the creative and challenging nature of the service; (b) engage them as assistant leaders in recreational programs; and (c) take steps to raise the salary level to that comparable to other service professions, such as, social work and teaching.

2. The Illinois Recreation Council should assume responsibility for collecting and disseminating information and providing consultation on the development of resources for recreational facilities.
3. State and city planning commissions, library boards, school boards, youth groups and religious institutions should collaborate in a total community recreation plan to prevent duplication of effort and at the same time, meet the recreational needs of the community and state on a planned basis.
4. The State and County departments of conservation, park boards, or city planning commissions, should encourage foundations and other groups to extend their sphere of interest to promoting leisure time programs through financial grants.
5. Park boards or city planning commissions in conjunction with neighborhood councils and other responsible organizations should make surveys for the purpose of: (a) locating potential recreational areas, including "vest pocket" parks and (b) redesigning both indoor and outdoor space for uses appropriate to the community.
6. Schools should become centers for leisure time activities and community life, implementing the concept of "the lighted schoolhouse."

E. RECOMMENDATIONS ON OBJECTIVES OF CULTURAL PROGRAMS

1. Educational leaders in curriculum and curriculum resources should make use of the offerings of national and community cultural groups in providing children with quality experience in the arts. Cultural opportunities, i.e., literature, music, art and drama should be a part of the formal school program, take place within the school system and be adequately financed.
2. The Superintendent of Public Instruction should appoint a statewide advisory committee, composed of university and college faculty, educational specialists, the Illinois Art Council, youth and other appropriate groups to assist the curriculum planners in formulating a program of cultural opportunities within the school system.
3. There should be continued and further development by artists and educational leaders in the preparation of textbooks, visual aids and other aids in cultural programs.

III. RECOMMENDATIONS ON PROBLEMS RELATED TO SPECIAL GROUPS OF CHILDREN

A. RECOMMENDATIONS ON PROBLEMS OF SPECIAL EDUCATION[1]

1. Professional organizations and administrators of facilities concerned with providing services to the handicapped, should collaborate in an active program of recruitment and training of both professional and para-professional personnel.
2. All schools with programs for handicapped children should make use of the method that permits the children to remain a part of their regular classrooms insofar as it is possible.
3. The Legislature should enact legislation reorganizing school districts in order that the administrative unit be broad enough to provide effective services.

4. The Legislature should extend the mandate of HB 1407 making Special Education services available to all handicapped children regardless of age and should support programs for handicapped children in an adequate financial manner. The mandate should include the provision of counseling and social work services for parents and students by the school system.
5. All persons providing services should exercise caution in labeling children receiving special education, by the nature of the handicapping condition.

MINORITY REPORT ON SECTION A ON PROBLEMS OF SPECIAL EDUCATION

Expressing the thought that there should be a mandate for public schools to provide health care services for children found to be in need of special education, because of a handicapping condition. The following minority report was submitted and signed by the persons listed.

"The Office of the Superintendent of Public Instruction, the Department of Mental Health and the medical profession through the use of a team approach, should coordinate their efforts to establish programs to identify and prescribe for children with learning disabilities.

"There should also be a public education program aimed at those in the health care professions to acquaint them with the physical and psychological problems that may impede a child's academic achievement and intellectual growth."

Signed:

	COUNTY		COUNTY
Lois Freis	Rock Island	Delilah Newell	Morgan
Mrs. Geneva Henss	Rock Island	Margaret G. Quane	Cook
Agatha Gummerson	Warren	Edna Heitz	Rock Island
Ben Polk	Rock Island	Deborah Myrow	Cook
Patricia Lock	Peoria	Jerome J. Schapiro	Coles

6. Successful pilot programs now in existence in Illinois for the gifted child should be used by the Office of the Superintendent of Public Instruction as a basis for extension of similar programs in other school districts.
7. The Office of the Superintendent of Public Instruction should encourage and adequately fund experimental and innovative programs oriented toward the full development of the talents and creativity of the gifted child.

B. RECOMMENDATIONS ON DISCRIMINATION AND PREJUDICE

1. There should be employed in each attendance center, one or more parent coordinators who would be representative of the socio-cultural, ethnic groups in the school and who would interpret the cultural backgrounds to school personnel and interpret the school to the parents. When comprehensive health services in the community provide a similar type person, there will be need for coordination between the two systems in family visiting plans.
2. The Office of the Superintendent of Public Instruction in consultation with agencies such as the Center for Inner-City Studies should develop curriculum material for children of all ages which reflects a multi-racial, multi-ethnic, and multi-religious perspective.
3. While administrative authority is lodged in the superintendent and principal, special measures should be taken to involve citizens in the daily affairs of the schools. Representative citizen groups and

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[1] See Recommendations on Preparation of Personnel, Section III-C, p. 110.

student groups must be given the opportunity to meet regularly and, at times convenient to them, with representatives of the principal and school personnel.[1] Priorities and suggestions from parents should be considered in developing innovative programs and relevant curricula.

4. An open door or "lighted school house" should be maintained to provide for formal meetings, family recreational activities, adult education and classes in English as a second language. While such a program is desirable in all school systems, it is imperative in inner-city schools and other troubled areas where some nucleus of activities is needed around which mutual respect and understanding can develop between families and school personnel.
5. Supplementary funds over the usual pupil allotment and/or special adaptation of the educational program will be required where extreme differentials of educational opportunity exist within a single school district or between school districts in different parts of the county or state.
6. Financial aid should be available to needy students to enable them to complete high school, e.g., free lunch, school supplies and books.

C. RECOMMENDATIONS ON PREPARATION OF PERSONNEL

1. Colleges and universities should provide programs in early childhood education for professional and para-professional staff.
2. Colleges and universities should include courses of training for para-professional personnel in the various disciplines concerned with services to handicapped children.
3. Teacher training institutions should continue to collaborate in a division of responsibility for the training of teachers with a goal of meeting personnel needs in Special Education. State and federal funds for scholarships for individual students and financial assistance to universities should be provided to help meet these needs. Special attention should be given to establishing training programs for teachers of emotionally disturbed children and those with learning disabilities.
4. Teacher training institutions should include courses in their curricula which would help teachers recognize their biases and prejudices that interfere with the teaching process. There should also be courses on contemporary social problems which are relevant to obvious but often unidentified social needs. Teacher training programs should incorporate within their pre-service training, direct contact and experience with children from different cultural backgrounds.
5. School districts should provide workshops for teachers and other school personnel incorporating an understanding of the cultural backgrounds of the socio-economic, ethnic groups attending their schools and an understanding of the needs of the children of those groups.
6. Junior colleges should expand Associate in Arts Programs to train teacher aides and child care workers.
7. Teachers in pre-school programs should have a teaching certificate to indicate completion of a program in early childhood education. The Office of the Superintendent of Public Instruction and the Teachers' Certification Board should initiate legislation to provide such certification.

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[1] Also see, Youth's Role in Society Today and Tomorrow, Section II. Recommendation I-N, p. 44.

8. Requirements for certification of personnel should be relevant to the particular specialty. Therefore, persons who meet generally accepted standards in their own professions or trades, should be certified and placed at a level commensurate with their background and training.
9. Colleges and universities should develop in-service training programs for school administrators who operate special education services in their buildings and/or districts.
10. Teacher training institutions should as quickly as possible develop courses in human sexuality, such courses to be in the school of education and not health education.

IV. RECOMMENDATIONS ON STATE COLLABORATION IN EDUCATION

A. RECOMMENDATIONS ON STATE RESPONSIBILITY FOR EDUCATION

1. Legislation should be enacted to insure that any state or county agency or institution offering an educational program, must operate that program under standards established by the Office of the Superintendent of Public Instruction.
   A study should be conducted to determine the feasibility of requiring separate specified budget items in the appropriations of State agencies for education (including special education) of the population in facilities under their jurisdiction.
2. Constitutional revision should be made to establish a State Board of Education with power to appoint the State Superintendent of Public Instruction; with authority to act as a coordinating body of formal education programs under various state agencies and to establish mechanisms for effective local and youth participation in the operation of the common schools.
3. Funds for the operation of local school districts should be allocated on the basis of the average daily membership of students in the schools.
4. In recognition of the need for funds to implement the recommendations to school boards for expanded services, the Constitutional Convention should include in the new revenue article a broader base of revenue available to school districts.

B. RECOMMENDATIONS ON PUBLIC AID TO PRIVATE EDUCATION

1. Although the public school system, as a basic democratic institution, must be supported, strengthened and recognized as available to all children, there are also values to society in the continuation of private schools. Because of the inability of some to continue without some plan of public support, the Legislature should make tax funds available for a variety of collaborative and ancillary services with the condition that the State would have authority in the establishment of curriculum and enforcement of standards in those areas for which tax money is accepted by the private schools. Collaborative and ancillary services would include: (1) the increase of shared time between public and private schools for certain programs including the exchange of use of buildings; (2) the use of tax money to provide bussing, school lunches, libraries, equipment, films and other instructional materials. All instructional materials purchased from federal, state or local funds should be available to all children regardless of the school attended.

2. If state aid becomes available to private schools and they elect to accept it, they should be required to meet state standards for education in the specific area for which they receive state aid.

V. RECOMMENDATIONS ON COLLABORATIVE EFFORTS IN EDUCATION

A. RECOMMENDATION ON INCREASED USE OF SCHOOL FACILITIES

1. In the role of catalyst, the School Problems Commission should study the problems of the effective use of school buildings and make known possible solutions to school boards.

B. RECOMMENDATION ON BUSINESS ADMINISTRATION OF SCHOOLS

1. School administrators should invite business and management experts to assist them in correcting the inadequacies of the school districts' accounting, purchasing and communication systems as well as other areas of management procedures.
2. The Illinois Association of School Boards, the Illinois Association of School Administrators and the School Problems Commission should review existing legislation that deals with business administration of schools and if indicated, initiate changes in legislation.

C. RECOMMENDATIONS ON SCHOOL PUBLIC RELATIONS

1. In view of the development of new educational programs and new power structures, the primary functions of school boards to serve as elective policy makers and as liaison between the community's expectation of the school system and its administration, should be re-evaluated. It is strongly urged that school boards evaluate and intensify their efforts in interpretation and in obtaining ideas from the various interest groups in the community. Among the methods, but not limited to them, would be:
    a. The use of regular programs, house organs, or other information devices of business, fraternal, civic and other organizations.
    b. Planned meetings with all mass media outlets in the community to enlist their skills in getting information to the public.
    c. Planned meetings with representatives of groups in the community to discuss the issues and problems facing the school board, thus enabling its members to ascertain the thinking of those persons who ordinarily would not be consulted or have regular contacts with them. The multiplicity of problems and the current demands of various groups in the community for a voice in school matters necessitates a much more extensive and constructive approach to obtain the community's point of view.
2. The Illinois Association of School Boards and the Office of the Superintendent of Public Instruction should develop a plan of evaluating school board functions and the Office of the Superintendent of Public Instruction should offer consultation on these matters and provide especially trained and designated staff for this purpose.

D. RECOMMENDATIONS ON CONTINUING (ADULT) EDUCATION

1. The Adult Education Division of the Office of the Superintendent of Public Instruction should develop materials in cooperation with specialists in the particular fields which are suitable for out-of-

school youth, tied in with the problems confronted by adults and oriented toward self-motivated learning and problem solving.

2. Adult education planners at secondary, post-secondary and college levels should provide a curriculum geared to the needs of the individual student's plans and objectives for increasing knowledge, skills for advancement and re-education within a flexible and comprehensive educational program.
3. Junior Colleges, Vocational Schools, Universities, School Districts and Adult Education Programs should extend their offerings to provide additional opportunities in technical and professional training.

   All educational systems have a community service responsibility which must be based on urgent concerns of the community. All educational systems should be flexible to best serve the community.
4. School boards and school administrators should make schools available to utilize days, evenings and weekends for adult education, including academic, vocational training, citizenship, health, nutrition, family living, cultural pursuits, leisure time activities and participation in the community as informed citizens. Courses and the content of programs should be developed in collaboration with community agencies, churches, health services, civic and fraternal organizations and other organizations. Staff of professional organizations and educational institutions should be exchanged to provide informed and specialized discussion leaders.
5. Institutions engaged in continuing (adult) education should provide access to vocational and personal counseling, motivational and supportive assistance to students. This counseling may be provided through the institution's own resources or utilization of the resources of other state or local public and private agencies which have services in specialized areas.
6. The Illinois Board of Higher Education and the Illinois Junior College Board should expand educational opportunities to high school and non-high school graduates which would provide training to enable students to realize immediate job goals.
7. Educational television should be expanded at the high school, Junior College and adult levels. Curriculum and courses should be developed by the Office of the Superintendent of Public Instruction in collaboration with community agencies, such as church and health agencies and should meet good educational standards.
8. Institutions engaged in adult education should provide programs for youth beyond compulsory school age, who have not finished high school, which would enable them to secure a sequential program of study.
9. Adult education offered by public school systems should be without charge.
10. The State Board of Vocational Education should expand its activities in establishing and maintaining standards for staff and training facilities and should cooperate with the participating agencies in developing course content and training goals. Consultants and specialists in the fields of training and motivation should be utilized in developing new training content and techniques relevant to the needs of people to be served.
11. Programs funded by the Departments of Labor, Health, Education and Welfare and the Office of Economic Opportunity should be coordinated at the state and local levels to provide broad participation and community representation, and to minimize overlap and fill in existing gaps in the provision and delivery of manpower

services. Agencies, such as the Board of Higher Education, the Illinois Junior College Board, the State Board of Vocational Education and the Comprehensive Area Manpower Planning System, should be utilized to effect this coordination wherever appropriate.

12. Additional education programs should be developed or existing ones expanded by schools as well as the Department of Labor, the Department of Public Aid and industry to train semi-skilled workers including those in service occupations and the helping professions.
13. The Department of Business and Economic Development, the Department of Labor and the Office of the Superintendent of Public Instruction should collaborate in developing a program for the location of industry in areas of excess manpower and in developing a program for the training of that manpower.
14. Formal post high school education programs should carry the same military exemption as higher education programs.

E. RECOMMENDATIONS ON VOCATIONAL EDUCATION

1. School systems should teach the use of the basic tools of industry to those students who are college bound and basic cultural subjects to those training for a vocation to insure a comprehensive education for all. Emphasis should be placed on the new vocational act providing pre-vocational training in elementary schools.
2. School systems should support and encourage the continuing growth of area vocational high schools and appropriate state and federal funding should be made available for this purpose.
3. Educators and employers should increase collaboration in planning for vocational education, including the selection of equipment.
4. State Labor Councils should review the practices of union affiliates with respect to apprentice programs and promote the expansion of opportunity for apprenticeship for all youth.
5. The Board of Vocational Education should work with union officials for the elimination of discriminatory practices on the part of unions. The public school system should not cooperate with those unions which maintain discriminatory practices.
6. The Board of Vocational Education should develop a promotional program to expedite the communication and collaboration needed to establish relevant vocational programs under the various state training auspices.
7. Vocational curriculum planners should develop participation and collaborative efforts with both traditional and non-traditional community groups to achieve the desired goals of vocational education. Planning groups should include state level personnel of state children's institution training programs and the Departments of Labor and Public Aid. They should also include local level personnel of public school vocational education programs and the non-traditional, concerned community action groups as well as parents, employers and specialists in specific fields.
8. The United States Department of Labor, through the Bureau of Apprenticeship and Training, and the Manpower Administration should mount an aggressive and concerted program with unions and management to develop and open apprenticeship opportunities for youth, with special consideration for minority youth. The efforts of the national program should be coordinated through the State Department of Labor, Manpower Administration, Vocational Education Department, industrial and trade associations, local and

regional labor organizations, joint apprenticeship committees and local action community agencies. This joint effort would include attention to:

a. The analysis of specifications and requirements for apprenticeships to insure their being realistic and relevant.
b. The provision of pre-vocational remedial training and supportive services to assist youth to meet the essential educational and personal qualifications for the specific apprenticeship.
c. The provision of credit toward the required years of the apprenticeship for related pre-vocational, vocational (school, MDTA, etc.) and on-the-job training. Apprentices should be drawn from on-the-job trainees as apprenticeships become available. Vocational schools, MDTA (Manpower Development and Training), etc., should develop a system for evaluating performance, rating the training and provide a certificate of performance which should be recognized by the trades and apprenticeship councils.
d. The expansion of existing Apprenticeship Information Centers and establishment of additional ones in selected communities in the state to provide a central point for clearance for information about available apprenticeships, work with the Bureau of Apprenticeship Training and local unions, to improve and strengthen apprenticeships, interpret the program and reach and refer youth.

9. Unions should review and revise their regulations regarding the proportion of apprentices to journeymen and the duration of the apprenticeship, so that more apprenticeships can be created.

F. RECOMMENDATIONS ON IN-PLANT EDUCATION-INDUSTRY RESPONSIBILITY

1. Some employees need educational, motivational and remedial training prior to job training or apprenticeship training. Therefore, industry should expand its efforts to meet the educational needs of those it employs, to enable them to advance, by the provision of high-support training systems. (High support includes minority group representatives on training staffs, frequent briefings and counseling with trainer, initial job placement to controlled work groups under specially trained supervisors, buddy system to help new employees to adjust to the job and to the co-workers.)
2. In-plant education should not only encompass basic education for the severely under-employed but also advanced training for minority members leading to supervisory, managerial and administrative positions.
3. In collaboration with depressed communities, industry should establish training centers in these communities and provide consultation and resources, including physical plant for economic and industrial development.
4. Industry should use its leverage to influence the liberalization of discriminatory practices in apprenticeship programs, as well as establish its own training programs to parallel apprenticeship programs.
5. Industry should inventory and review employees, especially minority employees to find those now under-employed or who have immediate potential for advancement.
6. Businesses should review and change if necessary requirements to allow for cultural differences and to more adequately evaluate the applicant's ability to learn and do the job.

7. All supervisors should be provided with training programs which will help them understand and respect different cultural and racial backgrounds.
8. Industry should review and expand its collaboration with the many agencies offering job training and education. This includes the public schools as well as city, county, state, federal and private agencies.
9. Industry should take the initiative with education to find modes of cooperation which will strengthen and improve the educational process in order to lower the high proportion of students graduating from and dropping out of public schools without the necessary qualifications to enter jobs.

APPENDIX

ILLINOIS COMMISSION ON CHILDREN

The Illinois Commission on Children was designated by the Governor to have complete responsibility for the activities in Illinois pertaining to the 1970 White House Conference on Children and Youth. The members of the Commission served as the Executive Committee for the Illinois Committee for the 1970 White House Conference. The resources of the Commission were used throughout the pre-conference period.

The members of the Illinois Commission on Children who served as the Executive Committee are:

Representative John W. Alsup
Mr. Peter Bensinger
Mr. W. F. Brissenden
Mr. Joseph Coughlin
Senator Robert E. Cherry
Mr. David Donald
Representative Giddy Dyer
Judge Saul G. Epton
Mrs. John T. Even
Senator Harris W. Fawell
Senator John G. Gilbert
Dr. Albert J. Glass
Mr. Barney Grabiec
Mrs. Gordon Hallstrom
Dr. Roman L. Haremski
Mr. Darrel Hilst
Representative Carl T. Hunsicker
Dr. Ralph Kunstadter
Dr. Edward F. Lis
The Rt. Rev. Msgr. Gill Middleton
Mr. Charles Moody
Mrs. Grace Moyer
Dr. Ralph Naunton
Mr. Ray Page
Dr. James Paulissen
Mr. Bernard Peskin
Dr. Harold R. Phelps
Miss Constance Reeve,
  Youth Member
Miss Margaret Schilling
Mr. Alfred Slicer
Judge Conway L. Spanton
Mrs. Frank Stewart
Mr. Harold O. Swank
Mr. Wilbur R. Trimpe
Mr. Joseph F. Vosicky,
  Youth Member
Mr. Edward T. Weaver
Mrs. Maurice S. Weigle
Dr. Franklin D. Yoder
Mr. James Zacharias

Dr. Harold Phelps, *Chairman*
  Commission on Children
Mr. Walter Brissenden, *Chairman*,
  Illinois Committee for the White House Conference on Children and Youth
Msgr. Gill Middleton, *Vice-Chairman*,
  Illinois Committee for the White House Conference on Children and Youth
Miss Naomi Hiett, *Director*

ILLINOIS COMMITTEE FOR 1970 WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH

The Illinois Committee for 1970 White House Conference on Children and Youth was appointed by the Governor at the request of the President of the United States. The responsibility of the State Committees was threefold: (1) to serve as the liaison with the Federal staff and such committees as were appointed to conduct the business of the 1970 White House Conference; (2) to carry on activities preceding the White House Conference which would enable the State to assess the gains made since 1960, and those unmet needs or emerging needs which should be planned for in the decade ahead; and (3) to work closely with Federal, National and other groups in coordinating the activity for the White House Conference within the States. The Illinois Committee for the 1970 White House Conference served as the over-all policy making and planning committee for the activities within our State.

Mr. W. F. Brissenden, Springfield,
  Chairman
Mr. Herschel Allen, Springfield
Representative John W. Alsup, Decatur
Mr. John Ballard, Chicago
Mr. Peter Bensinger, Springfield
Mrs. Henry Berchtold, Springfield
Mrs. John J. Bergan, Chicago
Mr. Marvin L. Berge, Geneva
Mr. Sidney Berkowitz, Chicago
Mr. Edwin C. Berry, Chicago
Dr. Virginia Boman, E. St. Louis
Dr. Paul Boswell, Chicago
Mrs. Douglas Boyd, Highland Park
Dr. Donald Brieland, Chicago
Dr. Deton J. Brooks, Jr., Chicago

ILLINOIS COMMITTEE FOR 1970 WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH (Continued)

*Miss Judy Brown, Belleville
Dr. Rowine H. Brown, Chicago
Dr. Cleo D. Carter, Marion
Representative Eugenia Chapman, Arlington Heights
Mrs. Robert Chapman, Belleville
Senator Robert E. Cherry, Chicago
Rt. Rev. Msgr. Vincent Cooke, Chicago
Mr. Joseph Coughlin, Springfield
Mr. Spencer Crookes, Chicago
Mrs. Louise Daugherty, Chicago
Mr. Buddy W. Davis, Granite City
Mr. Ralph S. Davis, Urbana
Representative Frances L. Dawson, Evanston
Mr. Jack Donahue, E. St. Louis
Mr. David W. Donald, Springfield
Mrs. Albert Dorn, Mundelein
Dr. Martha Dunlap, Urbana
Dr. Newton DuPuy, Quincy
Representative Giddy Dyer, Hinsdale
Judge Saul G. Epton, Chicago
Mrs. John Even, Aurora
Senator Harris W. Fawell, Naperville
*Miss Joan Frances Flaks, LaGrange
Mr. Carl Dean Fogle, Belleville
Mrs. Zollie Frank, Winnetka
Mrs. John Hope Franklin, Chicago
*Michael Froman, Glenwood
Mr. J. B. Gable, Chicago
Mr. Ivan Garrison, Jacksonville
Mrs. Louise Gerbing, Olney
Senator John G. Gilbert, Carbondale
Dr. Albert J. Glass, Chicago
Mr. Barney Grabiec, Springfield
Dr. Anna Marie Gruber, Macomb
Dr. Mark Hale, Urbana
Mrs. Gordon Hallstrom, Evanston
Dr. Ernest Hanson, Dekalb
Dr. Roman L. Haremski, Springfield
*Richard Hayes, Springfield
Mrs. Ben W. Heineman, Chicago
Mrs. H. R. Heinicke, Elgin
Dr. Henrietta Herbolsheimer, Chicago
Mr. Darrel Hilst, Manito
Mr. Roger Hofferth, Danville
The Rev. Charles Holloway, Carbondale
Dr. William Hughes, Macomb
Representative Carl Hunsicker, Pontiac
Mrs. Thomas Hunter, Peoria
Mrs. Earle Huntington, Joliet
Dr. William Hurder, Urbana
Mrs. John H. Johnson, Chicago
Mr. Joshua Johnson, Springfield
Mrs. Dorothy Jones, Chicago
Mrs. Theodore Jones, Chicago
Mrs. Percy L. Julian, Oak Park
*Miss Yvonne Julian, Chicago
Mrs. Louis L. Kagan, Spring Grove
Mrs. Lucille A. Kahoun, Chicago
Mr. Fred Kalivoda, Rockford
*Charles R. Keene, Hinsdale
Mr. H. J. Kellner, Springfield
*Joseph Patrick Kelly, Peoria
Mrs. Lyman Kimmel, Sullivan
Mrs. Walter Kimmel, Rock Island
Mrs. Darrell E. Klink, Lincoln
*Miss Janice Krasa, Downers Grove
Dr. Ralph Kunstadter, Chicago
Mrs. Perry Lindley, Springfield
Dr. Edward F. Lis, Springfield
Mrs. Woods McCausland, Winnetka
*Miss Lynn McClenahan, Hinsdale
Sister M. Celine, OSF, Rockford
Mr. Robert H. MacRae, Chicago
*Kenneth Leland Marks, Chicago
Mr. F. Dick Maxwell, Farmer City
The Rt. Rev. Msgr. Gill Middleton, Peoria, Vice Chairman
Mrs. Walker H. Mills, Decatur
Mr. Eugene Moats, Chicago
Mr. Charles H. Moody, Springfield
Miss Muriel Moss, Chicago
Mrs. Grace Sims Moyer, Springfield
*Miss Lea Muller, River Forest
Mrs. J. P. Murphy, Springfield
*Miss Debbie Myrow, Park Forest
Dr. Ralph Naunton, Chicago
Mr. Albert Neely, Chicago
Miss Delilah Newell, Jacksonville
Mrs. Marion P. Obenhaus, Chicago
Mr. John O'Brien, Chicago
Mr. Ray Page, Springfield
Dr. James Paulissen, Springfield
Mr. Bernard Peskin, Northbrook
Dr. Harold Phelps, Normal
Representative Daniel M. Pierce, Highland Park
Mrs. Charles Probst, Northbrook
Dr. Donaldson F. Rawlings, Springfield
Dr. James Redmond, Chicago
*Miss Constance Ellen Reeve, Calumet City
*Miss Pamela Rey, Chicago
*Roberto Reyes, Chicago
Mr. George Rice, Joppa
Dr. Charles E. Richardson, Carbondale
Dr. David Richerson, Johnston City
Mrs. Raymond Robertson, Hinsdale
Mr. William Robinson, Springfield
Miss Nan Romine, Chicago
Mrs. Paul Rosenbluth, Chicago
Mrs. Orville Salzman, Decatur
*Miss Judith Kay Sancken, Henry
Senator Esther Saperstein, Chicago
Miss Margaret Schilling, Chicago
Mrs. Sydney Scoville, Joliet
*Miss Pamela Sherer, Zion
Dr. Rudolph S. Shoultz, Springfield
Mrs. Myer Shulman, Pittsfield
Dr. Georgianna W. Sie, DeKalb
Mrs. Robert Siebert, Evanston
Mr. Alfred Slicer, Springfield
Mrs. Anita Smith, Urbana
The Reverend Ruben Spannaus, River Forest
Judge Conway L. Spanton, Geneseo
Mrs. Adlai Stevenson, III, Chicago
Mrs. Frank Stewart, Dolton
*Miss Tina Marie Stonehouse, Chicago
Mr. Wayne Stoneking, Springfield
Mr. Harold O. Swank, Springfield

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* Youth

ILLINOIS COMMITTEE FOR 1970 WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH (Continued)

Miss Annamae Todd, Pinckneyville
Judge Wayne C. Townley, Jr., Bloomington
Mr. Wilber Trimpe, Edwardsville
Dr. William Tudor, Edwardsville
*Joseph F. Vosicky, Jr., Hinsdale
Dr. Jefferson Ware, Edwardsville
Mr. Gordon Watters, Chicago
Mr. Edward T. Weaver, Springfield
Mrs. Maurice S. Weigle, Highland Park
Mrs. Robert Wellman, Rock Island
Mrs. Donald Wetzell, Sterling
*Mark Edwin Widmer, Gridley
*Miss Bertha Williams, Chicago
Judge Carrie Winter, Olney
*Miss Daryl Woods, Chicago
Dr. Franklin D. Yoder, Springfield
Mr. William Young, Wheaton
Mr. James Zacharias, Winnetka
Dr. Jack Zackler, Chicago

CONSULTANTS

Mrs. Edwin Eisendrath, Chicago
Mrs. Robert Foote, Glencoe
Mr. Frank H. Woods, Chicago

COUNTY ASSESSMENT COMMITTEES

The County Assessment Committees for the 1970 White House Conference on Children and Youth was one of the most important parts of the fact finding and recommendation stages for it made possible, meaningful involvement of local people (lay, professional and youth) in the assessment of the problems affecting children and youth and in proposing solutions for those problems.

THE COUNTY ASSESSMENT COMMITTEE HAS A THREEFOLD PURPOSE—

(1) To obtain information and data on problems of children and youth which cannot be obtained on the State level.

(2) To obtain and discuss information or data on a county level which might be available on a State level but which should be examined for its local significance so that local awareness of the problems, results and recommendations may be proposed which have relevance to the local area.

(3) To involve people throughout the State in an in-depth assessment of problems and consideration of possible solutions so that (a) priorities may be established which reflect the wishes of people in the State; (b) there are informed people who can take steps to implement the solutions or recommendations which are more appropriately carried out at the local level; and (c) support is developed throughout the State for those measures which require administrative or legislative implementation at the State or Federal level.

CHAIRMEN, COUNTY ASSESSMENT COMMITTEES

ADAMS—Mr. Henry B. Hackamack, Quincy, 1968-1970
  Mrs. James Bitter, Quincy, 1970
ALEXANDER—Mrs. Homer Chambliss, Cairo
BOND—Mrs. George M. Hughey, Greenville
BOONE—Mrs. Harry Kopp, Belvidere
BROWN—Mrs. Robert Utter, Mt. Sterling
BUREAU—Mrs. Kent McQueen, Tiskilwa
CALHOUN—Mrs. Loyal Linthicum, Hardin
CARROLL—Mrs. Denis Cowan, Mt. Carroll
CASS—Mrs. Robert Huss, Beardstown
CHAMPAIGN—United Community Council of Champaign County, Inc.:
  Mr. John J. Coyle, Executive Director
  Mrs. Walter Stewart, Chairman
CHRISTIAN—Mrs. Clifford Ostermeier, Taylorville, 1968-1969
CLARK—Mrs. William Wieck, Marshall
CLAY—Mrs. H. Eugene McDonald, Flora
CLINTON—Mrs. W. K. Boyd, Carlyle
COLES—Mrs. Charles Sampson, Mattoon
COOK—Welfare Council of Metropolitan Chicago:
  Mr. Edward Parsons, *Associate Director*, 1968-1970
  Mrs. Zollie S. Frank, *Chairman*, Winnetka

M

TECHNICAL CONSULTANTS (Continued)

CRAWFORD—Mr. Mark R. Weber, Robinson

CUMBERLAND—Mrs. George W. Dougherty, Neoga

DEKALB—DeKalb Community Council:
  Mrs. Joseph R. Ellis, *Chairman*
  Mr. Horace Thomas, *Co-Chairman*

DEWITT—Mr. F. Dick Maxwell, Farmer City

DOUGLAS—Mr. Leon R. Sitter, Arcola, 1969-1970

DUPAGE—Mrs. H. K. Clayton, Jr., Glen Ellyn

EDGAR—Mrs. Ralph S. Pearman, Jr., Paris

EDWARDS—Mrs. Allen Wiseman, Browns—1968-1969

EFFINGHAM—Mrs. Marvin Donaldson, Effingham, 1969-1970

FAYETTE—Mrs. Maurice Shulman, Vandalia

FORD—Mrs. W. S. Middleton, Gibson City

FRANKLIN—Mrs. John Clifford, West Frankfort

FULTON—Mrs. William Fink, Canton

GALLATIN—Mrs. Carroll L. Downen, Omaha

GREENE—The Reverend H. L. Janvrin, Roodhouse, 1968-1969

GRUNDY—Mrs. John Hynds, Morris, 1968-1970
  Mrs. Bernard Harford, Mazon, 1970

HAMILTON—Mrs. Tom Rendleman, Dahlgren

HANCOCK—Dr. George Pintar, Carthage

HARDIN—Mrs. Bert Bishop, Elizabethtown

HENDERSON—Mr. James C. Alecock, Oquawka, 1968-1969
  Mr. Eugene Stotts, Oquawka, 1969

HENRY—Mr. Kenneth Sullens, Kewanee, 1969-1970

IROQUOIS—Mr. George Sprau, Watseka

JACKSON—Mr. Alonzo V. Crim, Murphysboro

JASPER—Mrs. L. E. Kennedy, Newton

JEFFERSON—Mr. J. D. Shields, Mt. Vernon

JERSEY—Mrs. Clyde L. Wieland, Jerseyville, 1968-1970

JO DAVIESS—Mrs. Raymond Thom, Elizabeth

JOHNSON—Mrs. Carl Summers, Vienna

KANE—United Community Services:
  Mrs. Dianne Bode, *Division Director*, Aurora
  Mrs. Thomas F. Gallagher, *Chairman*, Aurora
  Mr. J. Aldene Ecker, *Co-Chairman*, Elgin

KANKAKEE—Kankakee County Community Services Council:
  Mr. Kenneth W. Cote, *Executive Director*, Kankakee
  The Rev. Paul Stiffler, *Chairman*, Kankakee

KENDALL—Mrs. Raymond Knutson, Millbrook

KNOX—Mrs. Ivan Harlan, Galesburg

LAKE—United Community Services of Lake County:
  Mr. James M. Dunphy, *Executive Director*, Waukegan
  Mr. Paul A. Sabina, *Associate Director*, Waukegan, 1968-1969
  Mrs. Robert Rivett, *Chairman*, Waukegan

LA SALLE—Mrs. Lynn Truckenbrod, Mendota, 1968-1970

LAWRENCE—Mrs. Robert Stone, Lawrenceville

LEE—Mrs. R. C. Stegbauer, Jr., Dixon, 1968-1969
  Mrs. Donald Book, Dixon, 1969

LIVINGSTON—Mr. Raymond W. Attig, Pontiac

LOGAN—Mrs. Darrell E. Klink, Lincoln

McDONOUGH—Mrs. Dewey Ewing, Macomb

McHENRY—Mrs. Henry L. Cowlin, Crystal Lake

McLEAN—United Community Services of McLean County:
  Mr. Larry LeFebvre, *Associate Director*, Bloomington
  Dr. Robert Bone, *Chairman*, Normal, 1968-1969
  Mrs. Frank Helme, *Chairman*, Normal, 1970

MACON—Council of Community Services of Decatur and Macon County:
  Mr. Norman E. Russell, *Executive Director*, Decatur
  Mr. Charles F. Wright, *Chairman*, Decatur

MACOUPIN—Mr. John W. Russell, Carlinville

MADISON—Dr. Nels H. Havens, Wood River, 1968-1969

MARION—Mrs. Donald Dorn, Salem, 1968-1969
  Mrs. Hugh V. Murray, Centralia, 1969

MARSHALL—Mrs. Norman Walin, Varna

MASON—Mr. Richard Walker, Havana, 1968-1970
  The Reverend Peter Borzeka, Havana, 1970

MASSAC—Mrs. Warren Main, Metropolis

MENARD—Mrs. John Schirding, Petersburg

MERCER—Mrs. William Kaempfer, Aledo

MONROE—Mrs. Charles Todd, Jr., Columbia

MONTGOMERY—Judge William A. Ginos, Jr., Hillsboro

MORGAN—Mrs. Robert V. Guthrie, Jacksonville

MOULTRIE—Dean E. McLaughlin, M.D., Sullivan

OGLE—Mr. W. J. Swartzbaugh, Rochelle

TECHNICAL CONSULTANTS (Continued)

PEORIA—Community Council of Greater Peoria:
  Mr. Morton McAnally, *Executive Secretary*, Peoria
  Mrs. Homer Keller, *Chairman*, Peoria
PERRY—Mrs. Clarence F. Kelly, DuQuoin
PIATT—Mrs. Jack Kinser, Monticello
PIKE—Mrs. Myer Shulman, Pittsfield
POPE—Mrs. Leslie Wardrop, Golconda
PULASKI—Mrs. Robert Jones, Mounds
PUTNAM—Mrs. Kenneth W. Engelbrecht, Granville
RANDOLPH—Mrs. Edison Fiene, Steeleville
RICHLAND—Mr. Charles D. Kesler, Olney
ROCK ISLAND—Rock Island County Welfare Council:
  Mrs. Lois Frels, *Chairman*, Hillsdale
ST. CLAIR—St. Clair County Health and Welfare Council:
  Mr. Peter B. Solomakos, *Executive Director*, East S. Louis
  Mrs. Robert Chapman, *Chairman*, Belleville
SALINE—Mrs. Lyman Kimmel, Harrisburg, 1968-1969
  Mrs. W. H. Malone, Galatia 1969
SANGAMON—United Community Services:
  Mrs. Marion Brown, *Planning Associate*, Springfield, 1968-1969
  Mr. H. J. Kellner, *Chairman*, Springfield
SCHUYLER—Mrs. Victor Jackson, Rushville, 1968-1970
SCOTT—Mrs. Everett McGlasson, Winchester
SHELBY—Mrs. John A. Yantis, Shelbyville
STARK—Mrs. Charles T. Rees, Bradford
STEPHENSON—Mrs. Neil Lathrop, Freeport
TAZEWELL—Mrs. Mary Louise Sarron, East Peoria
UNION—Mrs. William H. Whiting, Anna
VERMILION — Vermilion County Council of Social Agencies:
  Mr. James D. Paden, *Chairman*, Danville
WABASH—Mrs. Sarah LeSeure, Mt. Carmel
WARREN—Mrs. Agatha A. Gummerson, Monmouth
WASHINGTON—Mrs. George J. Deuker, Nashville
WAYNE—Mrs. Nina McLaughlin, Fairfield
WHITE—Mr. C. William Fechtig, Carmi
WHITESIDE—Mrs. Dale Wolfe, Sterling
WILL—Council of Community Service Organizations:
  Mr. Robert Criss, *Chairman*, Joliet, 1968-1970
  Mr. Percy Barnett, *Chairman*, Joliet, 1970
WILLIAMSON—Mrs. William V. Brown, Marion
WINNEBAGO—Community Welfare Council of Winnebago County:
  Mrs. William Adams, *Executive Director*, Rockford
  Mrs. Charles Holzwarth, *Chairman*, Rockford
WOODFORD—Mrs. George W. Ince, Eureka

REGIONAL CHAIRMEN

Seven experienced lay women served as Regional Chairmen to provide the volunteer Chairmen of County Assessment Committees with consultation and assistance in the creation and the work of their committees. These women also served as a liaison between the County Committees and the State Committees and staff. They augmented the services of the staff in arranging regional meetings of the County Chairmen and follow-up service at the different stages of the County Committees' activities.

Mrs. J. Perry Lindley, *Coordinator of Regional Chairmen*, Springfield
Mrs. Percy Benner, Urbana
Dr. Virginia Boman, E. St. Louis
Dr. Cleo D. Carter, Marion
Mrs. John Even, Aurora
Mrs. Thomas Hunter, Peoria
Mrs. Frank Stewart, Dolton
Mrs. Laurin A. Wollan, Springfield

TECHNICAL CONSULTANTS

The Technical Consultants are professional and technical personnel selected from the names of approximately 3,000 people recommended to the Illinois Committee for the White House Conference by the State Departments, public and private agencies, and other resources in the State. They were selected because of their specialized knowledge and technical skills in some problem relating to proper growth and development of chil-

TECHNICAL CONSULTANTS (Continued)

dren and youth. They served throughout the activities of the Illinois Committee for the White House Conference. Initially they developed the issues and major concerns on which the fact finding for our Illinois activities was to be concentrated. A number of them wrote working papers on key issues. They served as resource personnel with the County Assessment Committees and the State Study Committees. They carried varied assignments wherever their professional know-how and guidance were needed throughout the two years' activity leading to the preparation of the Illinois Report for the White House Conference on Children and Youth.

Phelps, Harold, Ph.D. (McLean)
Chairman
Middleton, Msgr. Gill (Peoria)
Vice-Chairman
Abrams, Irving, M.D. (Cook)
Absher, Kenneth (Sangamon)
Adams, Bob (Cook)
Aken, Mrs. Mary (Williamson)
Albert, Miss Evelyn (Cook)
Allan, Mrs. Harper (Sangamon)
Ambre, Rev. Earl A. (Stephenson)
Andelman, Samuel L., M.D. (Cook)
Anderson, Cleo (Coles)
Anderson, Mrs. Lee (Peoria)
Anderson, Miss Mary (Coles)
Anderson, Russell (Cook)
Angster, Alfred F. (Cook)
Sister Anthony (Cook)
Artist, Miss Esther (Sangamon)
Artman, Mrs. Irene (Massac)
Aschenbrenner, Charles (Will)
Ashby, Robert C. (Kankakee)
Asher, Mrs. Jack (Edgar)
Ashlock, Dr. Patrick (Cook)
Atwood, Eldon R. (Pike)
Bailey, Mrs. George (Cook)
Baker, Rebecca, Ph.D. (Jackson)
Banks, Miss Dorothy J. (DuPage)
Bankson, George (Pulaski)
Baur, Ralph (Cook)
Bautz, Mrs. Marshall (Cook)
Beach, Rev. Paul R. (Livingston)
Beck, Norman W. (Monroe)
Begg, Miss Mary E. (Cook)
Beguelin, Jerry L., M.D. (Washington)
Behrent, Ben F. (Sangamon)
Belding, Mrs. Robert (Kane)
Benner, Mrs. Percy (Champaign)
Bequette, B. Michael (Richland)
Bernero, Raymond J. (Sangamon)
Beyer, Dallas E. (Macon)
Bezanson, Fred (Cook)
Biever, Dr. Lawrence (Cook)
Blatt, Mrs. Elaine Strauschild (Cook)
Blom, Miss Ruth M. (Cook)
Boesen, Povl G. (Peoria)
Bogeaus, Mrs. Florence (Lake)
Booth, Norman J. (Jackson)
Bostick, Harry (Sangamon)
Bothwell, Miss Hazel (Sangamon)
Bottigliero, Frank (Cook)
Bouldin, Miss Mary (McLean)
Bowden, Marshall (Peoria)
Bowers, Mrs. Helen (Peoria)
Boyle, Mrs. Ethel (Sangamon)
Boysaw, Mrs. Lucille (Cook)
Brady, Edward (Cook)
Branch, Miss Lorene (LaSalle)
Brecht, Miss Helen (Cook)
Breslow, Lawrence, M.D. (Cook)
Brockmyre, Philip C. (Lake)
Brooks, Miss Margaret (Rock Island)
Brooks, Roy W. (Sangamon)
Broten, Alton M. (Cook)
Brown, Miss Esther, Ph.D. (Champaign)
Brown, Murray C., M.D. (Cook)
Bruening, Miss Helen (Peoria)
Buhl, Mrs. Helen (Cook)
Burgener, Harry J. (St. Clair)
Burns, Mrs. Kevin (Sangamon)
Burroughs, Mrs. Arlene (Cook)
Bussard, Lawrence (Sangamon)
Busse, Mrs. Katherine (Lake)
Bussert, Miss Martha (Champaign)
Byars, Mrs. Angie (LaSalle)
Cantrill, Mrs. Evelyn (Sangamon)
Carson, Larry (Cook)
Carter, Dr. Cleo (Williamson)
Cassin, Msgr. William (Sangamon)
Cavanaugh, Mrs. Lucille (Cook)
Cheney, Rev. Marvin (Scott)
Christian, Joseph, M.D. (Cook)
Chubb, Mrs. Miriam (Whiteside)
Clark, Rev. Robert (Cook)
Clements, Frank L. (Cook)
Clemons, Miss Janet (Winnebago)
Close, Mrs. Edith (Knox)
Clover, Miss Alice (Kankakee)
Cobb, Henry R., Jr. (DuPage)
Cohn, Miss Gertrude (Cook)
Cole, Robert M. (Sangamon)
Coleman, Mrs. Willye (Cook)
Collins, Dale, M.D. (Cook)
Conrad, William R., Jr. (Cook)
Copeland, Alfred, Ph.D. (Jackson)
Cornwell, Guy (Cook)
Cosby, Mrs. Mary (Massac)
Costin, Mrs. Lela (Champaign)
Coughlin, Rev. Roger (Cook)
Crabbe, Mrs. Edith (Cook)
Crackel, Verne (Sangamon)
Cravens, L. A. (Jersey)
Crim, Mrs. Willie Mae (Pulaski)
Crouse, Mrs. Ferne (Champaign)
Culmer, Mrs. Charles (Lake)
Curtis, Col. James (Sangamon)
Dailey, Paul, M.D. (Greene)
Dalton, Michael (St. Clair)
Dancey, Mrs. Helen (Vermilion)
Davies, Dr. Lillian (McLean)
Davis, Alfred (Adams)
Davis, John (Cook)
Davis, The Rev. Stanley L., Jr. (Cook)
Dean, Kenneth (McLean)
DeBoer, Louis (Cook)
Debowski, Michael (DuPage)

TECHNICAL CONSULTANTS (Continued)

D'Elia, Edmund (Sangamon)
Dewett, Mrs. Zelma (Peoria)
Diamond, Eugene, M.D. (Cook)
Diggs, Miss Olive (Cook)
Dirks, Keith (Morgan)
Doheny, Anthony (Lake)
Dohm, John P. (Cook)
Dolgin, Ronald (Champaign)
Dollar, Rev. Robert (Monroe)
Donoghue, Robert (Cook)
Duff, Mrs. Grace (Alexander)
Dukette, Miss Rita (Cook)
Durham, Mrs. Cressida (Peoria)
Ebersole, Mrs. Marylou (Warren)
Ecker, J. Aldene (Kane)
Edelson, Mrs. Miriam (Whiteside)
Edwards, Mrs. Evelyn (Cook)
Eells, Mrs. Eleanor (Kane)
Ehrenberg, Joseph (Cook)
Eisendrath, Mrs. Margaret (Cook)
English, Miss Nora (Sangamon)
Evans, Mrs. Edith (Cook)
Evans, Mrs. Mahala (Cook)
Ewing, Mrs. Mary (McDonough)
Fabert, Mrs. Herman A. (Cook)
Fackler, Mrs. Eleanor (Cook)
Fairbank, Miss Lucy (Cook)
Fairweather, Miss Helen (Macon)
Farr, Mrs. Lorraine A. (Fulton)
Feeney, Mrs. Richard F. (Kendall)
Ferguson, Bruce W. (DeKalb)
Field, Miss Marcheta (St. Clair)
Fielding, Robert T., M.D. (Cook)
Fish, Miss Connie (Cook)
Fisher, Miss Lillian (Tazewell)
Fisher, William (Winnebago)
Fitch, Franklin, M.D. (Cook)
Fitz-Simmons, Mrs. Lillian (Cook)
Fleeman, Captain Paul (Cook)
Fletcher, E. Toy (Cook)
Flynn, William J. (Cook)
Foley, Dr. Jeanne M. (Cook)
Footitt, Miss Dorothy (Carroll)
Forberg, Robert (Cook)
Foster, Hon. Don A. (Gallatin)
Foster, Mrs. June (Champaign)
Foster, Miss Rose E. (Cook)
Fox, Carl (Sangamon)
Fox, Miss Mildred G. (Cook)
Franchi, Gene, D.D.S. (Cook)
Frazee, Dr. Vernon (Cook)
Freeberg, William H., Ph.D. (Jackson)
Freund, Mrs. Janet (Lake)
Fricke, Miss Irma (Cook)
Friedhoff, Dr. Walter (McLean)
Fullerton, W. W., M.D. (Randolph)
Gelperin, Abraham, M.D. (Cook)
Genskow, Jack K., Ph.D. (Macon)
Gerner, Miss Nancy (Will)
Gill, Kenneth F. (Cook)
Gilmore, Miss Betty J. (Peoria)
Ginsberg, Rabbi Joseph (Lake)
Giordano, Mrs. Alice (DeKalb)
Gladden, Miss Bonnie (Sangamon)
Gnagey, Dr. William (McLean)
Goldenstein, Rev. Oltman (Johnson)
Gooch, Mrs. Amelia (Jackson)
Gould, Miss Myrtle (Cook)
Grabeklis, Mrs. Lita (Whiteside)
Grandcolas, Miss Helen (St. Clair)
Grant, Robert, Ph.D. (Cook)
Gray, Aaron G. (St. Clair)
Greeley, David, M.D. (Cook)
Green, Miss Carolyn (DeKalb)
Greenbaum, Mr. Marvin (Cook)
Greenwold, Warren, M.D. (Champaign)
Grewell, Donald R. (Coles)
Griesser, Mrs. R. C. (Whiteside)
Grimm, Miss Alice (JoDaviess)
Grimwood, Mrs. Alina (Sangamon)
Gronlund, Mrs. Marie (Champaign)
Grossman, Dr. Herbert (Cook)
Gruendel, George (Sangamon)
Gruener, Jennette, Ph.D. (Cook)
Gurtner, Miss Charlotte (McLean)
Hackman, Miss Helen (Pike)
Hage, Dr. Dean S. (McLean)
Hahn, Dr. L. Donald (McDonough)
Hain, P. E. (Lee)
Hale, Joseph R. (Gallatin)
Hall, John B., M.D. (Cook)
Hall, Miss Zoe (Sangamon)
Hallsten, Edwin, Jr. (Champaign)
Hamilton, Mrs. Elizabeth (Kane)
Hampshire, John, M.D. (Winnebago)
Hanford, Miss Jeanette (Cook)
Hannah, Mrs. Wayne (Stephenson)
Hansen, Gordon (Carroll)
Hansen, Mrs. Kathryn (Cook)
Harden, Robert (Champaign)
Harper, Robert, Ph.D. (Knox)
Harris, Mrs. Jane (Livingston)
Harris, Mrs. Petra (Cook)
Hartong, Jack (Morgan)
Harvey, R. Don (Adams)
Hauck, Paul A., Ph.D. (Peoria)
Hauser, Dr. Philip (Cook)
Hawkins, Mrs. Veda (Wayne)
Healy, Mrs. Renetta (St. Clair)
Heide, Miss Edith (Sangamon)
Heidemann, Miss Carol (Cook)
Heise, Leonard (Cook)
Helwig, Mrs. Lucille (St. Clair)
Henson, Miss Merceline (Madison)
Henss, Mrs. Geneva (Rock Island)
Herman, Herbert (Cook)
Hiestand, Mrs. Edgar, Jr. (Cook)
Higgins, Frank (Sangamon)
Hilliard, Rev. Frank (Cook)
Hixon, William J. (Cook)
Hoffman, Mrs. Elizabeth (Monroe)
Hogrefe, Russell (Cook)
Hoing, Miss Helen (McDonough)
Holbrook, Vy. Rev. Msgr. Thomas (Cook)
Holland, Mrs. Mildred (Jackson)
Hollingsead, Mrs. Patricia (Marion)
Holmes, Julia, Ph.D. (Champaign)
Holmes, Mrs. Lita (Will)
Hooton, Mrs. Mary (Cook)
Hoover, Mrs. Louis (Cook)
Horn, Russell (Winnebago)
Horton, Miss Bernice (Cook)
Houston, Mrs. Agnes (Sangamon)
Howell, Fred (Fulton)
Hoyt, Robert (Logan)
Hutton, Mrs. Helen (Kendall)
Hylander, Raymond (Cook)
Jackson, Mrs. Gladys (Rock Island)
James, Miss Alice (Cook)
James, Dr. Jeannie (McLean)

TECHNICAL CONSULTANTS (Continued)

Janeway, Thomas (Sangamon)
Jarrett, Miss Kathleen (McLean)
Jellema, William, Jr. (Will)
Jirka, Frank, M.D. (Cook)
Johnson, Mrs. Elmer (Winnebago)
Johnson, James (Coles)
Johnson, Mrs. Jule (Sangamon)
Johnson, Miss Mary-Claire (DeKalb)
Johnson, Paul (Will)
Johnson, Stanley (Cook)
Johnson, Mrs. Suzanne (Perry)
Jones, Hon. Charles (Hamilton)
Jones, Guy (Champaign)
Jones, Philip (Champaign)
Jones, Roy (Cook)
Jones, Wendell (Cook)
Jorgensen, Philip (Lee)
Jorgenson, Elaine (Coles)
Joyce, Dr. James (McDonough)
Kahlert, Mrs. Janet (Cook)
Kahlert, John (Cook)
Kane, Miss Mary (Cook)
Karlson, Mrs. Adele (Sangamon)
Karnes, Dr. Merle (Champaign)
Karrick, Dr. Walter (Mason)
Kauffold, Vance (Christian)
Kaul, Rev. Arthur (Calhoun)
Kavanaugh, Paul (Cook)
Kawin, Miss Irene (Cook)
Kearns, Mrs. Ruth (Champaign)
Kennedy, Miss Margaret (Winnebago)
Kenward, Dr. John (Cook)
Kerr, Philip (Cook)
Kimble, Mrs. Elverta (Cook)
King, Joseph (Peoria)
King, William (Peoria)
Kirby, Dr. Inabell (Macon)
Kirby, Mrs. Vance (Cook)
Klassen, Mrs. Clarence (Sangamon)
Klein, Mrs. Elmer (Lake)
Kleinman, Sidney (Cook)
Koebler, Richard (Sangamon)
Kohrman, Robert, M.D. (Cook)
Kolber, Philip (Sangamon)
Kotner, Mrs. Vivian (Saline)
Krogh, Henry (Champaign)
Kudan, Rabbi Harold (Cook)
LaFrinierre, Miss M. Marie (Cook)
Lage, Gustavo, M.D. (Cook)
Lamet, Mrs. Marion (Hancock)
Lane, Charles Ph.D. (Cook)
Langan, J. Gregory (Macon)
Larson, Miss Charlotte (Will)
Larson, Mrs. Margaret (Bureau)
LaRue, Chris (Peoria)
Lateer, Mrs. Norris, Jr. (Champaign)
Laufer, Peter (Winnebago)
Laundry, Mrs. Marion (Cook)
Launi, Charles (Kane)
Lawrence, Mrs. Mary (Cook)
Leach, Robert (Morgan)
Lemmon, Paul (Cook)
Lepper, Dr. Mark (Cook)
Linford, Alton (Cook)
Lirely, Rev. Ivan (Alexander)
Litterst, Milton (Peoria)
Littner, Ner. M.D. (Cook)
Livermore, Charles (Cook)
Lock, Miss Patricia (Peoria)
Lohmann, August (St. Clair)
Loken, Mary, Ph.D. (Sangamon)
Long, Robert (Madison)
Lovette, Miss Beatrice (Sangamon)
Luecke, Dr. Richard (Cook)
Lundal, Mrs. Frank (Will)
Lutterbeck, Mrs. Anne (Cook)
Lynch, Mrs. Elizabeth (Sangamon)
Lyon, Richard (Champaign)
McCarthy, Jeanne, Ph.D. (Cook)
McClelland, Mrs. Catherine (Champaign)
McCoy, Dr. George (McLean)
McCreath, Rev. David (Cook)
McGlone, Miss Anne (Cook)
McGregor, Miss Helen (Cook)
McHatton, Ray (DuPage)
McKay, Dr. B. Elizabeth (Jackson)
McKeown, Mrs. Ruth (Jackson)
McLemore, William (Will)
McLeod, Mrs. John (Cook)
McMahon, Mrs. Sally (Cook)
Macko, Mrs. Inez (Cook)
Mades, R. B. (Kane)
Major, William (Woodford)
Mally, George (McHenry)
Manbeck, Dr. Maurice (Coles)
Mandel, Richard (Cook)
Mangan, Kenneth Ed. D. (Morgan)
Mann, Thomas (Sangamon)
Manz, Miss Emily (Cook)
Markle, Mrs. Cosette (Winnebago)
Marshall, George (Rock Island)
Martin, C. Lewis (Cook)
Masucci, Dr. Michael (Champaign)
Matthews, Miss Muriel (St. Clair)
Matthias, Miss Gertrude (DuPage)
Meadows, Mrs. Dorothy (Peoria)
Meritt, Miss Myrtle (Cook)
Merz, Miss Ruth (St. Clair)
Messick, Wayne (Adams)
Meyer, Miss Pauline (Menard)
Meyer, Roger J. C., M.D. (Cook)
Minor, Miss Elizabeth (Morgan)
Mitchell, Dr. Boyd (St. Clair)
Mitchell, Richard (Lake)
Moler, Dr. Donald (Coles)
Moline, Mrs. Nellie (McLean)
Moll, Edwin (Cook)
Molloy, Mrs. Julia (Cook)
Monahan, A.M. (LaSalle)
Monkman, John, Ph.D. (Champaign)
Moore, Evan, M.D. (Cook)
Moore, Mrs. Evelyn (St. Clair)
Moore, Howard (St. Clair)
Moran, Mark, Ph.D. (McLean)
Morris, Mrs. Margaret (Rock Island)
Morrissey, Rev. L. M. (Peoria)
Morton, Mrs. Velma (Cook)
Moss, Donald (Cook)
Mostcovy, Miss Ada (Cook)
Mulligan, Dr. Bernadine (Cook)
Munsey, Franklin, M.D. (Winnebago)
Murdock, Grady (Cook)
Murphy, Miss Dorothy (Cook)
Murphy, William (Sangamon)
Murray, Dr. Elliott (Peoria)
Musselman, Miss Grace (Sangamon)
Myklebust, Dr. Helmer R. (DeKalb)
Natwick, Miss Helen (Sangamon)
Nebo, John C. (Cook)
Neeley, Miss Nancy (McDonough)

TECHNICAL CONSULTANTS (Continued)

Nelson, Mrs. Catherine (Cass)
Nelson, Miss Marlene (Cook)
Nemoto, Miss Elaine (Cook)
Neuschwander, Mrs. James (Ford)
Nooner, Morris, Jr. (Hancock)
Norton, Robert, D.D.S. (Sangamon)
Oblinger, Mrs. Josephine (Sangamon)
Ocker, Mrs. Dorcas (Stephenson)
Odom, Ed (Champaign)
Oelhafen, Mrs. Alice (Winnebago)
Ohlsen, Merle (Dr.) (Champaign)
O'Malley, Judge Margaret (Cook)
Otwell, Mrs. Ralph (Cook)
Pachman, Dr. Daniel (Cook)
Painter, Melvin, Ph.D. (Winnebago)
Palandjian, Khatchadour, M.D. (Jackson)
Palmer, Charman, M.D. (Sangamon)
Pappas, Mrs. Mary (Cook)
Parks, Hazzard (Cook)
Parsons, Edward (Cook)
Pate, Hon. Harry (Douglas)
Patterson, Dr. C. H. (Champaign)
Payne, Mrs. Bertha (Cook)
Peithman, Mrs. Winona (DeWitt)
Penner, G. Lewis (Cook)
Pepoon, Miss Lucile (Champaign)
Perlstein, Meyer, M.D. (Cook)
Pflederer, Miss Mildred (McLean)
Phillips, Dr. Wm. Desmond (Cook)
Piesen, Rev. Joseph (Carroll)
Piszczek, E. A. M.D. (Cook)
Plumer, Erwin (Sangamon)
Poggas, Marion (Jackson)
Poole, Miss Florence (Cook)
Powell, Mrs. Lenore (Sangamon)
Powers, Dr. Margaret (Cook)
Prey, Mrs. LeRoy (Cook)
Pritchett, Dr. E. (DeKalb)
Provow, Charles (Lake)
Quane, Miss Margaret (Cook)
Quigley, Dr. Stephen (Champaign)
Rabichow, Miss Helen (Cook)
Reed, Mrs. Mary (Grundy)
Reed, Dr. Mary Frances (DeKalb)
Reedy, Lyle (Stephenson)
Reeves, Mrs. Betty (Rock Island)
Renetzky, Larry (Macoupin)
Resnick, Mrs. Gertrude (Cook)
Rezler, Julius, Ph.D. (Cook)
Rice, Eldon, Ph.D. (Cook)
Richerson, David, M.D. (Williamson)
Richman, Mr. Harold (Cook)
Riordan, Professor William (Coles)
Roberts, Ben (Pike)
Robertson, Raymond E., M.D. (DuPage)
Robinson, Miss Marguerite (Cook)
Rogge, Dr. William (Cook)
Rohrer, Dr. H. H. (Jackson)
Rohweder, Miss Alice (DeKalb)
Rosen, David (Cook)
Rosenheim, Mrs. Margaret (Cook)
Rosenstein, Miss Dorothy (Cook)
Rosenzweig, Miss Pearl (Cook)
Roth, Miss Bernice (DeKalb)
Rothstein, Miss Esther (Cook)
Rowan, Joseph (Cook)
Rozenfeld, Dr. Irving (Cook)
Russo, Dr. J. Robert (Madison)
Rymer, David (Lee)
St. Lawrence, Donald (Sangamon)
Sanders, Mrs. Howard (Sangamon)
Schaefer, Herbert (Sangamon)
Schapiro, Jerome (Champaign)
Schiffbauer, William, M.D. (LaSalle)
Schmidt, Mrs. Thomas (Sangamon)
Schmidt, Dr. Wesley (DeKalb)
Schneider, Judge Joseph (Cook)
Schnute, Mrs. William (Cook)
Schnute, William, M.D. (Cook)
Schoenbaum, Matthew (Cook)
Scholz, Hon. Richard, Jr. (Adams)
Scott, Mrs. Joyce (Will)
Seaman, John (Marion)
Sebelius, Carl, D.D.S. (Sangamon)
Seidman, Aaron (Cook)
Settlemoir, Miss Eunice (Franklin)
Shafter, Albert, Ph.D. (Saline)
Shattuck, Phil (Sangamon)
Shaw, Miss Joan (Cook)
Short, Dr. Richard (Cook)
Shover, Stanford (Knox)
Shrewsbury, Thomas (Sangamon)
Simon, Rabbi Mordecai (Cook)
Singer, Harry (Peoria)
Skiles, Raymond (Rock Island)
Sklar, Sherman (St. Clair)
Skom, Joseph, M.D. (Cook)
Sloan, Miss Elsie (Madison)
Smiley, Mrs. Karl (Peoria)
Smith, Harold (Champaign)
Smith, James (Sangamon)
Smith, Kenneth (DuPage)
Smith, Miss Pauline (Cook)
Smith, Robert (Lake)
Smith, Rev. William (Peoria)
Smucker, Carl (Winnebago)
Snow, Gordon (Cook)
Somerville, Miss Dora (Cook)
Sorrentino, Anthony (Cook)
Spaner, Dr. Fred (Lake)
Spasser, Miss Marion J. (Cook)
Spergel, Prof. Irving (Cook)
Spicer, Captain Gordon (Cook)
Spomer, Judge Dorothy (Alexander)
Springer, Merle (Champaign)
Stahlhut, Emil (Logan)
Statton, Mrs. Francess (Madison)
Stead, Com. Olin (Sangamon)
Steigman, Martin, Ph.D. (Cook)
Steinbrecher, Mrs. L. (Cook)
Stejskal, Arthur (Cook)
Stevenson, Nicholas (Cook)
Stiles, Mrs. Lucille (Cook)
Still, Rev. Douglas (Cook)
Stimpert, Mrs. Alfred (Woodford)
Stolzenburg, Miss Marjorie (Cook)
Stookey, Mrs. Catherine (St. Clair)
Storey, Dr. John S. (McDonough)
Strasser, Mrs. Alberta (Rock Island)
Strom, Lester (Warren)
Stuckey, Donald (Macoupin)
Stullken, Dr. Edw. (Cook)
Sturges, David (Sangamon)
Sublett, Samuel, Jr. (Kane)
Swain, Mrs. Eileen (Massac)
Swanson, Mrs. Shirley (Cook)
Swarm, Mrs. B. (Cook)
Sweet, William (Macon)
Swenson, Miss Jeanet (Cook)
Swindell, Miss Bertha (Cook)

TECHNICAL CONSULTANTS (Continued)

Syler, Mrs. Murrell (Cook)
Taliana, Dr. Lawrence E. (Madison)
Taylor, Miss Mary (Kankakee)
Taylor, W. Dean (Madison)
Tazewell, Richard (McHenry)
Tellor, Mrs. Carl (Woodford)
Theis, Miss Geneva (Macoupin)
Thomas, Dr. Clayton (McLean)
Thompson, Miss Mary (Cook)
Tobin, Sheldon, Ph.D. (Cook)
Tosby, Mrs. Geraldine (Cook)
Traxler, Sr. Mary (DeKalb)
Treiber, Mrs. Dorothy (Sangamon)
Trice, Mrs. Thelma (Cook)
Tucker, Miss Jean (Peoria)
Unterbrink, Mr. Lynn (Sangamon)
Veme, Mrs. Margaret (Carroll)
Vickers, William (Lake)
Visotsky, Harold M., M.D. (Cook)
Vuillemot, L. D. (Lake)
Wachter, Donald (Macon)
Waimon, Dr. Morton (McLean)
Wandell, David (Cook)
Ward, Dr. James (Peoria)
Waring, J. Philip (St. Clair)
Warren, Clarence (Will)
Warren, Dr. Sue (Cook)
Waterhouse, Mrs. Ruth (Stephenson)
Waterloo, Dr. Glenn (Sangamon)
Watson, Kenneth (Cook)
Watts, Chester L. (Cook)
Watts, Miss Ruth (Jersey)
Webb, Rev. Alfred (Massac)
Webb, Miss Frances (Champaign)
Weber, Stanley (Lee)
Weil, Oscar (Sangamon)
Weiss, Miss Wanda (Cook)
Werner, Miss Irene (Cook)
Werry, John S., M.D. (Cook)
West, Mrs. Margaret (Cook)
Wetzell, Mrs. Donald (Whiteside)
Weyer, Miss Gladys (Sangamon)
Wheeler, Doris, M.D. (Cook)
Wheeler, Miss Guanaviere (Champaign)
Whitaker, Walter, M.D. (Adams)
White, Mrs. Anne (Cook)
White, Mrs. Robert (Peoria)
Whiting, Mrs. William (Union)
Wiener, Mrs. Ruth (DuPage)
Wierzbinski, Mr. Ervin (Cook)
Willcox, Mrs. Elisabeth (Winnebago)
Williams, Mrs. Beverlee (Madison)
Willis, Mrs. Mary (Pulaski)
Wilson, Mr. Francis (Adams)
Winstead, Vernon (Cook)
Winter, Hon. Carrie (Richland)
Witte, Dr. Edgar (Cook)
Wittenborn, Mrs. Milton (Randolph)
Worrell, William (Johnson)
Wright, Arthur (Cook)
Wright, Leland (Kane)
Wright, Mrs. Mattie (Cook)
Wurtzinger, Mrs. Jeanne (Peoria)
Young, Mrs. Frances (St. Clair)
Young, William (DuPage)
Yowell, Miss Mary (Madison)
Zaun, Donald (Kane)
Zeldes, Mary, M.D. (Macon)
Zeller, Dr. Robert (Sangamon)
Zillman, Orville (Cook)
Zimmerman, Mrs. Berniece (Cook)
Zocchi, Angelo, M.D. (Knox)
Zuckerberg, Harvey D. (Cook)
Zur, John, D.D.S. (Cook)

YOUTH STEERING GROUP

Youth members of Illinois Council of Youth, the Illinois Committee for 1970 White House Conference and the State Study Committees have met with adults and separately to provide youth counsel, participation and objectives in the State activities for the White House Conference. County Assessment Committees also had youth members.

The combined list of these youth who worked at the State level are:

Vosicky, Joseph F., Jr., *Chairman*
Anticol, Annabelle
Atchison, Linda
Ballard, Howard
Barnes, James E.
Barnett, Pamela
Basinger, Dan
Belden, Jeff
Blue, Debbie
Bolger, Kathleen
Born, Carol
Boyd, Jerry
Boyd, Larry
Brown, Cathleen
Brown, Judy
Brown, Nancy
Buck, Ernest
Buck, James
Burnham, Richard, Jr.
Campbell, Claudia
Cannon, Pat
Cirricione, John
Cole, James Leroy
Cole, Karen
Cowan, Elizabeth Ann
Damy, Tommy
Davis, Linda
Depner, Debbie
Diaz, Ann
Dodd, Patricia
Doyle, Barbara
Ellwood, Colleen
Fassino, James
Fitzgerald, Barbara
Flaks, Joan Frances
Follings, Vera
Fox, Vicki Lynn
Franks, John
Frazier, Willie
Freitag, Wendy
Frels, Mark
Froman, Michael

YOUTH STEERING GROUP (Continued)

Gash, Toni
Genta, Cindy
Gillispie, Anne
Goolsby, Gayle
Grafton, Connie
Grimes, Melvin
Grisemer, David
Hall, Margaret
Hallstrom, Amy
Harris, Derrick B.
Hayes, Richard
Heinz, Eddie
Herche, Robin
Hofner, Steve
Holloway, Mary
Holzwarth, Camis
Houston, Don
Howell, Cynthia
Hunter, Ellis III
Illyes, Margaret
Jenkins, Elendia
Johnson, Oscar
Johnston, Leslie
Jones, Carolyn
Jones, Lucius
Joyce, Richard
Julian, Yvonne
Keistler, James
Kelly, Joseph Patrick
Konneker, Doug
Kost, Wayne
Kraft, Kenneth
Krasa, Janice
Krohe, James
Kuhn, Lydia
Lah, Marianne
LaMotte, Barbara Marie
Langefeld, Bob
Larkin, Cathy
Lawton, John
Lehmann, J. Dan
Lilliston, Bruce
Lindau, Gail
Lonero, Dominic
Lunkwicz, Mike
McAfoos, Fred
McClenahan, Lynn
McClure, Diane
McGuan, Jane
McQueen, Charles
McQueen, Margaret
Maguire, John
Maloney, Mark
Marks, Kenneth Leland
Massie, Theresa
May, Jack
Meriweather, Rita
Miller, Stanley
Mossman, Mark
Mueller, Candace
Muller, Lea
Myers, Gary
Myrow, Debbie
Nelson, Laura
Niebur, Noue
Nixon, Cynthia
Norman, Max
O'Flaherty, Cindy
Olmsted, Danny
Pape, Jim
Parda, Becky
Pechter, Marilyn
Piccioli, Janice
Pierce, Patricia
Poisl, Patricia
Porter, Sue
Powell, Natalie
Prosser, Carol
Raguse, Sandra
Randall, Linda
Reeve, Constance Ellen
Reeves, Philip
Rey, Pamela
Reyes, Roberto
Rice, John
Rinklin, Lisa
Robbins, Bill
Rosenbloom, Lew
Ross, Pam
Ruby, Dan
Saegesser, Ruth
Saelens, Pat
Sage, Leslie
Sampson, Daryl
Sancken, Judith Kay
Satterfield, Eddie
Schaake, Ann
Schlough, Susan
Schoenman, Christine
Schultz, Carolyn
Scott, Alonzo
Sederquist, Thom
Sharpe, Debbie
Sherer, Pamela
Sherman, Judie
Shlensky, Stuart
Simmons, Jeff
Sparks, Larry
Stephens, Johnathan
Stoltz, Linda
Stonecipher, Joan
Stonehouse, Tina Marie
Stotts, Shirley
Stucky, Randy
Sullivan, James
Tarrant, Ralph
Thomas, Paul
Toms, Lindell
Travis, Guy
Trovillion, Sarah
Turner, William
Urnikis, Peggy
VanTrease, Ted
Volker, Gary
Weaver, JoLinda
Weigel, Nancee
Wharrie, Larry
Widmer, Mark Edwin
Williams, Bertha
Wilson, Loren
Wilson, Reed
Woods, Daryl

STATEWIDE COOPERATING ORGANIZATIONS' COMMITTEE

Purpose of Committee

(a) To provide a channel through which representatives of statewide organizations involving voluntary membership may:

- (1) Learn of problems and services pertaining to children and to disseminate this information to their constituency;
- (2) Share with each other information about their respective activities pertaining to children;
- (3) Unite to work together on common problems toward common goals.

(b) To provide a source of information by which the Illinois Commission on Children may learn the problems and needs of children on which statewide concerted study or action is needed.

(c) To provide a mechanism through which statewide organizations may involve their local branches and affiliates in statewide study of and planning for better opportunities and services for the children of Illinois.

(d) To serve as a channel through which citizen interest or action may be stimulated to plan for the development of services and facilities to meet the changing needs of children and youth and to serve as a public relations medium for getting this information into the communities where action is needed.

(e) To gain assistance in planning for and in implementing the recommendations of the White House Conference on Children and Youth.

Cooperating organizations were invited to name two delegates to the Statewide Cooperating Organizations' Committee. Some named only one delegate. Others, because of division of program responsibility, made special arrangements to name more than two. Some organizations did not retain their delegates throughout the White House Conference period, so that more people participated, but for shorter terms.

AMERICAN ASSOCIATION OF UNIVERSITY WOMEN
- Mrs. John T. Even, Aurora
- Mrs. H. R. Heinicke, Elgin
- Mrs. Norman Luck, Maywood
- Mrs. Chester E. Sipple, Peoria

AMERICAN JEWISH COMMITTEE (NORTH CENTRAL AREA)
- Mrs. Sheryl Leonard, Chicago
- Mr. Joel Ollander, Chicago

AMERICAN LEGION (DEPARTMENT OF ILLINOIS)
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WORKING PAPERS

Ballard, John H., Executive Director, Welfare Council of Metropolitan Chicago—"Relationship Between the Governmental and Voluntary Sectors in Child Care"

Blatt, Elaine Strauschild, with assistance of members of the Women's Bar Association—"Youth and the Law"

Bloom, Rabbi Bernard H., Chicago—"Ethical, Moral and Spiritual Values"
- *Krasa, Janice*—"Ethical, Moral and Spiritual Values"—Youth's Point of View
- *Sherer, Pamela*—"Ethical, Moral and Spiritual Values"—Youth's Point of View
- *Widmer, Mark*—"Ethical, Moral and Spiritual Values"—Youth's Point of View
- *Woods, Daryl Denise*—"Ethical, Moral and Spiritual Values"—Youth's Point of View
- See also Ebinger, Warren & Holbrook, Thomas

Brieland, Donald, Ph. D., School of Social Service Administration, University of Chicago—"Delivery of Services"

Davis, The Rev. Stanley L., Jr., Coordinator of Community Outreach Program, YMCA of Metropolitan Chicago, Northwest District—"Youth Outreach: A Statement of Process Ministry to Middle-class Street Groups"
- *Rey, Pamela*—"Youth Outreach: A Statement of Process Ministry to Middle-class Street Groups"—Youth's Point of View

Ebinger, The Rev. Warren, Pastor Community United Methodist Church, Naperville—"Ethical, Moral and Spiritual Values"
- See also Holbrook, Thomas & Bloom, Bernard

Espenshade, Miss Esther, Supervisor, Division of Statistics and Research, Illinois Department of Labor—"Employment of Youth in Illinois Today and Tomorrow"

Fackler, Eleanor, R.N., Illinois League of Nursing, *Geneva Henss*, R.N., Illinois Association of School Nurses, *Muriel Moss*, R.N., Illinois Nurses Association—"Community Health Nursing Services for Children and Families in Illinois"

Foley, Jeanne M., Ph.D., Department of Psychology, Loyola University, Chicago—"Nontraditional Personnel and the Manpower Shortage in Mental Health"

Greeley, David McL., M.D., Director of Medical Care, Chicago Board of Health—"Comprehensive Child Health"

Gruber, Dr. Anna Marie, Education Department, Western Illinois University, Macomb; President, Illinois State Association for Childhood Education (With assistance of 4)—"Early Childhood Development"
- *Hall, Margaret*—"Early Childhood Development"—Youth's Point of View
- *Stonehouse, Tina*—"Early Childhood Development"—Youth's Point of View

Hale, Dr. Mark P., and Mrs. Lela B. Costin, Jane Addams Graduate School of Social Work, University of Illinois—"Manpower for Children's Services"

Hanson, Dr. Ernest E., Vice President, Student Personnel Services, Northern Illinois University (With assistance of 5)—"Major Challenges to Education in the 1980's"

Holbrook, The Very Reverend Monsignor Thomas J.,—"Ethical, Moral and Spiritual Values"

See also Bloom, Bernard and Ebinger, Warren

Illinois Council of Youth—edited by Charles Keene and Janice Krasa, youth—"Communication Gap Between Generations"

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Neely, Albert J., Director, Children's Division, Cook County Department of Public Aid—"Substitute Family Care"

O'Brien, John P., Director of Court Services, Juvenile Court of Cook County—"Youth in Conflict"

(See also Patterson's paper on "Youth in Rebellion")

Kelly, Joseph P.—"Youth in Conflict"—Youth's Point of View

Patterson, C. H., Ph.D., Professor of Educational Psychology and Chairman, Division of Counselor Education, University of Illinois, Urbana (This Supplementary Statement applies to both Working Papers—"A Significant Place for Youth in our Society" and "Youth in Conflict")—"Youth in Rebellion"—Supplementary Statement

Richardson, Charles E., Associate Professor of Health Education, Southern Illinois University—"Family Planning"

Froman, Michael—"Family Planning"—Youth's Point of View

Richman, Harold A., and *Frank R. Bruel*, School of Social Service Administration, University of Chicago (With the assistance of 6 students)—"Aid to Families with Dependent Children"

Higgins, Frank P., Assistant Chief, Division of Community Services, Illinois Department of Public Aid—"Aid to Families with Dependent Children"—Supplementary Statement

Riordan, William G., Department of Physical Education, Eastern Illinois University; Vice President of Recreation, Illinois Association for Health, Physical Education and Recreation—"Leisure Time and Recreation Activities"

Robertson, Raymond E., M.D., Child Psychiatrist, Hinsdale—"Communication Between Youth and Adults"

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(See also Patterson's paper on "Youth in Rebellion")

Flaks, Joan—"A Significant Place for Adolescents in our Society"—Youth's Point of View

McClenahan, Lynn—"A Significant Place for Adolescents in our Society"—Youth's Point of View

Snow, Gordon, Executive Director, Written in Collaboration with the Board and Staff of the Illinois Association for the Mentally Retarded—"Mental Retardation"

Scheerenberger, R. C., Ph.D., Assistant Director, Division of Mental Retardation Services—"Mental Retardation"—Supplementary Statement

Myrow, Debbie—"Mental Retardation"—Youth's Point of View

Spasser, Miss Marion J., Director, Louise DeKoven Bowen Center, Juvenile Protective Association—"Family Supportive Services"

Spurlock, Jeanne, M.D., Chief, Child Psychiatry Clinic, Michael Reese Hospital, Chicago—"Prejudice as it Relates to Children and Youth"

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Werry, John S., M.D., Research Child Psychiatrist, Children's Research Center; Associate Professor of Psychiatry, University of Illinois—"The Emotionally Disturbed Child—After Diagnosis, What?"

Department of Mental Health—"Emotionally Disturbed Children"—Supplementary Statement

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